

# National Municipal Review

Vol. XXXV, No. 5

Total Number 355

Published monthly except August

By NATIONAL MUNICIPAL LEAGUE

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The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

# National Municipal Review

## Editorial Comment

### Pension System Abuses

**T**HE establishment of sound pension systems for public employees presents a major problem to all governments, especially to the governments of municipalities. Officials and others studying the matter will be well advised to examine the numerous weaknesses and abuses of the past with a view to their prevention in the future.

In some places abuses have come so frequently that citizens are losing their capacity for indignation.

During the last of his three terms, the "reform" mayor of a great city made at least three sly attempts to reinstate disgraced and discredited public employees to make them eligible for life pensions. Each attempt was exposed. He himself retired on a fat pension although his earning power today is greater than at any previous time in his life.

In recent weeks an even more shocking situation has been disclosed. It seems that, in the closing days of his administration, the mayor of an eastern city of 150,000 population paid more than \$15,000 from the city's (not his own) funds into the state employees retirement system, plus another \$1,400 of his own, to enable him to "retire" at the ripe old age of 54 on a life pension of about \$3,500 annually. Should his wife survive him she would continue to get this tidy income for life.

Quite apart from the gentleman's conceit in placing such a high value on his service (which, by the way,

was followed by a reform movement and the installation of the council-manager plan), it is astonishing that he was able to feather his own nest with the taxpayers' money without so much as a "by your leave" to the taxpayers or the City Council.

Here the reader expects, of course, that the city now proceeds to get its money back or have someone arrested or something of the sort. But not so! An expertly counselled citizens' organization dug into the scandal and finally threw up its hands in despair. Red faced, the present City Council says there doesn't seem to be anything it can do. The former mayor keeps mum except to say it's legal.

It's about time for the establishment of sound principles on which to base the whole philosophy of pensions for public employees.

To begin with, the only proper purpose for the expenditure of public money is in the public interest, for the public good.

Pensions are deferred compensation to make municipal service more attractive and to insure the retention of high grade employees.

They are to improve morale by assuring employees they will not suffer hardship when disabled or aged.

No good public purpose is served by permitting relatively young public employees, even firemen and policemen, to retire on generous incomes at the height of their productive capacity.



No good public purpose is served by forcing the taxpayers to shell out as liberally for a disloyal, discredited employee as for one who has faithfully discharged his responsibilities.

Elected officials should not be eligible for pensions unless, possibly, after they have grown too old in the public's service to make a living at something else or unless their public service has impaired their earning

power. Actually, it is usually enhanced by their public service.

The thinking about pensions has become pretty sloppy. Cities which, in an honest effort to do the right thing, have assumed seriously large annual obligations for unsound systems will find it increasingly necessary to tighten the rules and eliminate the abuses and weaknesses.

## Politician Normal, Fouling Things Up

**S**AYS a letter from a widely known civic leader who served with distinction in Italy with Allied Military Government:

"One night I was sharing a room in a small hotel near the front with another AMG officer. There was an air raid on. German planes overhead seem to give men an impulse to brag.

"So my companion, who was a politician from a southern city, proceeded to tell me how, when he was an aid to a certain general, he passed on all AMG officers after the high-powered personnel group was through making recommendations. He said it didn't make any difference what the personnel experts said; he just wrote out the rank and school for any and all applicants according to his own opinions (prejudices) and the general signed them without even looking at them.

"And," said he, 'anybody who had any recommendations from the National Municipal League or any other reform group, I just marked down a couple of grades and sent to the worst school.'

"I said, 'Why, you blank, blank

so-and-so, I had a letter in my folder from the National Municipal League!'

"Well, if you did, brother, that just cost you a couple of grades in rank. Let that be a lesson to you not to fool around with that kind of company.'

"He didn't even bat an eye. And he didn't know how close he came to being killed . . . and not by the air raid."

Comment on this would be superfluous. It might, however, help show why an opinion poll disclosed that seven out of ten parents are dead set against having their children go into public life, why people distrust the orthodox style of politicians and, perhaps, why so many dyed-in-the-wool politicians emerged with high rank in AMG while men with outstanding qualifications drew low rank and disagreeable assignments.

Apparently it is just too much to expect that, even when the vital pattern of future relations with other nations is being developed, the professional politician will be able to rise above the instincts of a ward heeler.

# The Disappearing Boundaries

*Citizens Regional Planning Council of Greater Kansas  
City covers two states, five counties, numerous cities.*

By WILLIAM M. SYMON\*

**T**WO years ago a "Citizens Planning Council" for Greater Kansas City—crossing state, county and city lines—was conceived in the minds of certain aggressive and non-partisan business leaders of the area. Final plans for the organization were not completed until some nine months after the original idea was proposed. Meanwhile the various local and general problems of the entire five-county area of Platte, Clay and Jackson Counties in Missouri and Johnson and Wyandotte Counties in Kansas were thoroughly studied and analyzed.

Following the plan originally drafted, the council was sponsored by the mayors of the four principal cities: Kansas City, North Kansas City and Independence, Missouri, and Kansas City, Kansas, and by the chamber of commerce presidents in those cities. These eight individuals, by position and not by name, became the Board of Trustees. They in turn selected a Board of Governors composed of business men and women, Negroes, housewives and labor leaders of the four cities.

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\*Mr. Symon is executive director of the Citizens Regional Planning Council of which he writes. An officer in World War I and a former newspaper man with the *Kansas City Journal* and the *Kansas City Star*, Mr. Symon became affiliated with the Kansas City, Missouri, Chamber of Commerce in 1921, eventually becoming its executive manager. Since 1935 he has been in general organization work, taking over his present assignment in September of 1944.

Under this board were eight major committees and under these eight major groups were 32 subcommittees, each dealing with some important phase of area development.

It was soon found that this arrangement worked to the disadvantage of the smaller community. As a result of the experiences of the first few months, the Board of Trustees was enlarged to include the presiding judge or commissioner of the five counties, and instead of just a Citizens Planning Council, which drew its committee members indiscriminately from the five counties and four communities, it became a Citizens Regional Planning Council which was in effect a "holding company" for the individual Citizens Planning Councils which have been set up, or will be established, in each community.

As a result there now exists a Citizens Planning Council in Independence, Excelsior Springs, North Kansas City and Kansas City, Missouri, and in Kansas City, Kansas. The offices of the original Citizens Planning Council in Kansas City, Missouri, are now the offices of the Citizens Regional Planning Council.

Before the year closes such towns as Liberty, Parkville, Platte City, Smithville, Raytown, and Lee's Summit, Missouri, and Olathe, Overland Park, Lenexa, Bonner Springs, Shawnee and Merriam, Kansas, should have their individual Citizens Planning Councils. Any constructive



plans affecting the entire area will find all these groups banded together in an effort to find an area solution.

The planning council in each city or town has its own committees of citizens in the community which deal with local planning first. These same committee members are also members of like committees of the Citizens Regional Planning Council. They all meet as the regional group when the call goes out for discussion of some project affecting the entire area.

To get some idea of the area, one should imagine a wheel with spokes 35 miles long with the hub located where the Kansas-Missouri state line touches the Missouri River. Along the spokes lie the other cities and towns which now have or plan to have their own local planning councils. The wheel covers a lot of acres but not too many for regional problems.

In spite of the changes that have had to be made, the original Citizens Planning Council was, from the beginning, regional in scope if not in name. Business leaders in Kansas City realized during the war that the postwar period would bring new problems to cities and counties—commercial problems, civic problems, cultural problems. They saw that into the laps of the city fathers, the chambers of commerce, the real estate boards and other agencies would be hastily dumped questions on aviation, traffic, highways, public works, construction, employment, education, blighted areas and others of like nature—questions which the public

would want answered at once.

No single group, political or business, was equipped to do the job. The signs all pointed to a new non-political organization which would analyze, coordinate and promote such worthwhile plans as might be introduced by any or all groups, communities or individuals. Furthermore, these business leaders realized that, in the majority of cases, such plans must have the confidence of the public as a whole. Therefore, they reasoned, the public should have a part in perfecting such plans. To accomplish this the public would have to constitute the organization.

#### Council Setup

The Citizens Regional Planning Council has a modest budget, an executive director, a small staff and sufficient space for committee meetings. Hundreds of organizations in the two Kansas Cities, the larger towns and counties in the area have designated members from their own groups who now serve on one or more of the council's major committees or subcommittees. Some six thousand names are recorded as members of these committees, for which chairmen and vice-chairmen have been appointed.

With the exception of the Survey and Research and the Publicity Committees, all major committees have subcommittees which, by combining some which overlapped, have been gradually reduced from 32 to 25. As they now stand the Transportation Committee has subcommittees on air, urban and rural transportation, highways and trafficways, railroads, and rivers. The

Business and Industry Committee has two subcommittees: reconversion and trade and manufacturing. Under the Cultural and Recreational Committee we find such groups as armory, education, memorial, outdoor theater, music, stadium, and zoo. The Social Welfare Committee has subcommittees for child welfare, community centers and playgrounds, health and hospitals, and veterans' assistance. The Legislative and Taxation Committee has two divisions, one for Missouri and one for Kansas. The Urban Development and Conservation Committee has subcommittees for blighted areas, expansion of boundaries, neighborhood development, parks, flood control, and public works.

#### Representative Committees

Each committee represents a fine cross-section of the public and in each will be found citizens of various races, opposite political and religious beliefs, labor divisions, big business corporations and small business owners. Any one person or group may walk into the office of the Citizens Regional Planning Council and be placed upon any or all committees desired.

We should emphasize the fact that these councils are not intended to take the place of any other organization. Neither are they organizations created for the purpose of *doing* things. Their primary purpose is to consider and recommend certain plans and proposed developments—and thereafter adopt a persistently aggressive follow-up procedure in order to make those plans come true.

In the functioning of both the

local and regional planning councils these basic fundamentals are observed:

1. Each council and the regional group are concerned only with planning;

2. They are not, in any way, a part of the city or county government.

3. They do not supplant city or county plan groups. On the contrary, they consider all plans proposed by such groups and seek their cooperation in obtaining the voluminous data which may be found always in their files.

4. They draw upon other organizations such as the chambers of commerce, the Midwest Research Council and like organizations for such information and assistance as may be needed in formulating recommendations—and give active support to the various plans and ideas of these groups which are found beneficial and feasible.

5. They serve as a clearing house for all ideas and plans and act as an effective force in bringing to completion all plans that are considered of advantage to both the individual communities and the entire area.

6. Both regional and local groups seek to create among the entire citizenry a thorough knowledge and interest in the economic, cultural and social needs of the area. In the past many a worthwhile bond issue has been defeated by the vote of the public because of the lack of such knowledge.

The councils do *not* attempt the following:



1. To attract new industries. That is the job of the chambers of commerce, the real estate boards and others. They will, however, seek to create in the area the "favorable" background needed to attract industries.

2. They do not endeavor to bring about the actual accomplishment of any project. These are usually civic, city or county responsibilities. But, they educate the public as to the advisability of the projects concerned and create the psychological reaction necessary to the achievement of the project.

3. They do not consider costs or budgets. Their interest is with the needs and requirements of those living within the two-state, five-county area.

The councils are not concerned with politics, group advantages or individual likes or dislikes. Their sole aim is the general advancement of the area.

#### **Veterans' Assistance Planned**

Long before V-E and V-J Days, the various local planning councils had given the impetus necessary to the formation of veterans' assistance groups in their respective cities. These organizations were set up when the need arrived and now are functioning successfully.

In the same way plans are being coordinated and crystallized in the

various cities and communities for World War II memorials, outdoor theaters, stadiums, community playgrounds, bridges, viaducts, trafficways, libraries, reconversion problems and other needs, and the public, being on the committees which study these problems, is gaining a community interest and, better still, developing a community pride.

#### **Problems Ahead**

Matters being studied are master plans for aviation, for housing, for employment, for reconversion, for construction, for a program of public works which may dwarf anything we have ever known before, for education, for expansion of boundaries, for neighborhood development, for health, for reduction of juvenile delinquency and for many, many others. Problems of the people, by the people, and for the people.

In the meantime Greater Kansas City wrinkles its brow over the problems to be studied, the many and varied interests to be coordinated, and consoles itself with the thought that even though the Citizens Planning Councils bring to completion only two or three projects annually they will have more than justified their existence. There are postwar ideas yet to come which will play a vital part in the future of Greater Kansas City. The Citizens Regional Planning Council and the local councils want to be ready for them.

# Confused County Picture II

*State carpenters build another story on the ramshackle structure by adding many boards for special functions.*

By EDWARD W. WEIDNER\*

THE confused and overlapping pattern of county administration and policy-making cannot be illustrated better than by reference to the special function boards and commissions attached to these units of government. Somewhat isolated so far as effective central county control of their activities is concerned, these boards and commissions present a major obstacle to responsible, efficient and economical county government. Their importance is emphasized by a recent trend toward their more frequent use; it is significant that this trend reflects the growth of functions of county government during the last fifteen years.

Traditionally, no mention is made of special function boards and commissions when county government structure is discussed. It would thus appear to the unsophisticated reader that the only undue complexities in county government are a result of its independently elected officers. It is no longer adequate to mention special function boards when describing particular functions only. They have an important relationship

to county government structure, administration and policy as a whole which needs to be fully explored.

County special function boards and commissions are plural-membered bodies operating on a county level, empowered to perform a particular function such as health, welfare or planning. Their relation to the general county governing body varies. At one extreme some of them are subject to detailed supervision and financial control by that body; at the other extreme some of them have such a tenuous relationship to the general governing body that they are almost independent special units of government. There are, of course, *ad hoc* or special units operating within many counties; they are characterized on a county level by not being dependent upon the county governing body for their finances or their administrative or policy decisions.<sup>1</sup> When some degree of such dependence does exist, these bodies may be called county special function boards and commissions.

No one knows how many county special function boards and commissions exist. Some counties have none while others have eight or ten. We do know how many special boards are authorized for counties by the general laws of the states. The me-

\*This is the second of a series of three articles by Mr. Weidner, instructor in political science at the University of Minnesota. The statistical material presented was gathered by Mr. Weidner as consultant to the Governments Division, Bureau of the Census, in the summer of 1945, and is a summary of the more extensive information contained in a report, *County Boards and Commissions*, prepared by him for the division. Interpretations are those of the author.

<sup>1</sup>For a more complete definition of special units of government and a tabulation of them see *Governmental Units in the United States, 1942*, published by the Bureau of the Census.



dian state authorizes special function boards or commissions for one or more counties for eleven different functions. Some of the authorizations permit variations as to organization for a particular function; the median state authorizes fifteen special boards if each of the variations is counted separately. See Table I.

TABLE I  
AUTHORIZATIONS IN GENERAL STATE  
LAWS FOR COUNTY SPECIAL  
FUNCTION BOARDS OR  
COMMISSIONS

<i>Functions Having One or More Boards Authorized</i>	<i>Number</i>
Total United States	534
Median number per state	11
Range per state	0-24
<i>Number of Authorizations (Each Authorized Variation Counted Separately)</i>	
Total United States	761
Median number per state	15
Range per state	0-47

The distribution of states according to the number of functions for which they authorize county special boards discloses that 31 states authorize boards for six to fifteen functions (see Table II). In this group

TABLE II  
NUMBER OF FUNCTIONS HAVING ONE OR  
MORE COUNTY SPECIAL FUNCTION  
BOARDS OR COMMISSIONS AU-  
THORIZED IN THE GENERAL  
LAWS OF THE STATES

<i>Number of States</i>	<i>Number of Functions</i>
2	0
3	1-5
16	6-10
15	11-15
7	16-20
4	21-24
47*	533

\*Rhode Island has no counties.

may be found nearly all states south of the Ohio River and west of the Mississippi. Four New England

states—New Hampshire, Maine, Vermont and Connecticut—and Delaware authorize special boards for five or less functions; New York, Pennsylvania, Michigan and Wisconsin authorize boards for over twenty. States with county governing bodies composed of town representatives and states with large metropolitan areas tend to emphasize county special function boards and commissions while the New England states, where counties are not important units, place less reliance upon the idea.

These numbers are impressive. But what they mean in terms of county uniformity and area of administration, the functions counties perform and central control of policy and administration, is the crucial point for the future of county government.

#### Uniformity and Area

There is an amazing diversity of practice among the states in general state law authorizations of county special function boards and commissions—diversity as to their number, their functions and methods of selection. Yet there is a quite uniform practice within each of the states. Three-fourths of all authorizations apply alike to all counties within the respective state.

Caution is necessary in interpreting this fact, however, for two reasons. First, no account is taken of local legislation; second, no account is taken of optional authorizations which a county may or may not utilize. The former is particularly important in states like Delaware, Maryland and South Carolina, while the latter's importance is illustrated

TABLE III  
AREA OF JURISDICTION AND OPTIONAL OR  
MANDATORY CHARACTER OF COUNTY  
SPECIAL FUNCTION BOARDS OR  
COMMISSIONS

<i>Type of Authorization</i>	<i>Number of Auth- orizations in General State Laws</i>
Optional—	
For Some Counties	108
For All Counties	334
Mandatory—	
For Some Counties	94
For All Counties	225
Total	761
<i>Area of Jurisdiction</i>	
Intra-County	31
County	625
City-County	39
Inter-County	66
Total	761

by the fact that three-fifths of all authorizations are optional.

It should not be assumed that, because the laws make mandatory two-fifths of the authorizations of special function boards, all such boards are actually in existence, since legal requirements and actual practice are frequently different. Allowing for all these circumstances, there still remains an impressive amount of uniform and mandatory legislation.

The uniform and mandatory character of county special function board authorizations reflects the prevalent view that counties are mainly administrative subdivisions of the state. It would be desirable to extend further the optional as opposed to the mandatory type of authorization to give counties more leeway in adapting their organization and functions to their needs. These needs involve varying local interests as well as statewide inter-

ests. The alternative to uniform legislation relating to particular functions is not local legislation which has still greater evils. The alternative is more home rule so that the legislature does not have to pass an act authorizing each activity.

More important, to say that there is considerable uniformity within each of the states is not to say that it is a uniformity of simplicity. The contrary is true. With great diversity in their powers, jurisdiction and methods of selection, these numerous boards create a crazy-quilt pattern of county government organization and lines of administrative responsibility. There is little need for any legislation of this type whether of a uniform character or not.

County special function boards and commissions usually have a county-wide jurisdiction, as indicated by Table III. Significant is the recent trend toward city-county and inter-county areas. Some states have adopted general enabling laws which permit counties or a county and a city to jointly administer any functions which they are permitted to perform separately. Frequently a board is specified as the administrative device. As counties acquire more and more functions and retain their old boundaries, inter-county and city-county boards and commissions will be used increasingly as remedies for inadequate local units of government.

#### Functions

Of the many functions which one or more counties in the United States perform, 49 of them can be administered by special function boards or



commissions on the basis of general state law authorizations. The fifteen functions for which special boards are most frequently authorized are: agriculture, airports, assessment, elections, finance, health, highways, hospitals, libraries, penal, personnel, planning, recreation, schools and welfare.<sup>2</sup>

It should not be concluded that there is only one board authorized for each function. The particular functions have been further subdivided with special boards authorized to perform only one phase of various functions. For example, one hospital board may administer the county general hospital while another administers the tuberculosis hospital. In other cases both a planning and a zoning board are authorized. The county library and the county law library are sometimes under the control of different boards. Two boards in the welfare field are common, one to administer the categorical aid program and one to supervise the county's institutions.

A cursory survey of the statute books will reveal that county special function boards and commissions are being authorized currently in large numbers. As a matter of fact, eight of the fifteen functions for which boards are authorized most frequently are largely outgrowths of the last fifteen years. Airport boards clearly fall into this class. Many states authorize two types of health boards, one for part-time health departments and another for full-time

departments, the latter an addition of the last ten years. Various finance boards—especially those dealing with tax limitations—were added during the last depression. Personnel, planning and recreation boards on a county level are all recent developments, as are welfare boards for the categorical aid program. The current trend toward more county general hospitals is unmistakable and board type of organization is common.

The more recently authorized types of boards reflect the changes that are being made in county functions. Functions of a primarily local concern such as airports, planning and parks are being added to the older functions of primarily statewide concern such as election and assessment administration and schools and penal institutions. Boards for the former functions are likely to be optional, not uniform within a state, and have a county-wide, city-county, or inter-county jurisdiction, while the latter type are likely to be uniform and mandatory with county-wide jurisdiction only.

Thus county government has been greatly affected by the more positive approach to political problems which has characterized all levels of government in the last fifteen years. But it is a cause for concern that this positive approach has resulted in a greater lack of coordination in county administration and policy-formation. While cities and states have reorganized their governments along modern lines, counties have had further complications introduced. The reliance which state legislatures have put upon special function

<sup>2</sup>For a complete tabulation see the Census report, *County Boards and Commissions*.

boards and commissions on a county level indicates both a lack of confidence in the existing county general governing body and administrative hierarchy and dissatisfaction with the areas of counties as inadequate for units of government. The way out is clear: more adequate areas and more streamlined governmental structures.

#### Over-all Control

If control of the special function boards and commissions were vested in the general governing body or a county executive, the county government picture would not be as confused as it might seem at first. Unfortunately, this is usually not the case, as indicated in Table IV. Of 761 authorizations, only 306 provide for control by selection by the county governing body. There is virtually no control of these boards by any county executives since the latter are almost non-existent.

Authorized methods of selecting special function boards are numerous. Only a few members are elected directly by the voters. The two most common methods are appointment by the general county governing body or by governing body members serving in an ex-officio capacity. This is an element of unity in an otherwise overly-complicated picture. Other county officials sometimes serve in an ex officio capacity on these boards, and state agencies and court officers frequently appoint some of their members.

The main variation regionally as to methods of selection is a tendency in southern states to favor appointments by state agencies or court of-

TABLE IV  
METHODS OF SELECTION OF COUNTY  
SPECIAL FUNCTION BOARDS OR  
COMMISSIONS

<i>Method of Selection</i>	<i>Number of Authorizations in General State Laws</i>
Members selected in same way:	
All elected	15
All appointed by:	
Governing body	226
State agency	17
Court	35
Other	27
All ex-officio:	
Governing body	80
Other	52
Total	452
Members selected in different ways:	
Partly elected	4
Partly appointed by:	
Governing body	123
State agency	27
Court	28
Other	58
Partly ex-officio:	
Governing body	170
Other	193
Total	603
Selection method not specified	40

ficials. It is noticeable that the more recently acquired county functions which specify the special board type of organization are usually more under control of the governing body through selection methods than the older, state-delegated functions.

With three- to five-year overlapping terms common for special function board members, with the methods of selecting them diverse, and with the frequent failure of state legislatures to vest complete financial control of special boards in general county governing bodies, coordination of policy and administration

(Continued on Page 239)



# Guarding the States' Money

*Current methods largely makeshift; legislature holding purse strings should assume post-audit responsibility.*

By VERA BRISCOE\*

AN examination of financial transactions after they are completed is recognized in both private business and government as an essential complement of efficient administration. This check, or post-audit, should serve both as a method of holding financial administrators accountable and as an instrument for testing the soundness of public policy.

The methods employed to enforce accountability in state governments are to a considerable extent makeshifts, largely because of the manner in which the auditor is chosen, the failure to distinguish between administrative pre-audit control and legislative post-audit control and improper methods of making the audit. The United States has not set an example for the states; in fact, it is the one leading national government of the world which is almost wholly lacking in a satisfactory check on the execution of its finances.<sup>1</sup>

The auditing agency should be independent of the administrative branch. The degree of independence

can be measured by the method of selection of the auditor and by the character of the duties he performs.

Although the executive branch administers the financial plan and promotes legislation relative to it, control of the public purse in the final analysis rests with the legislative body. This body authorizes the expenditure of money, designates the sources from which money may be collected and shapes the administration to perform the work. For this reason the legislative body should be responsible for the audit of administrative accounts and records so that it may be assured that its orders have been faithfully carried out.

Independence of the auditor rests in part on his owing no political allegiance to the administration. Selection of the head of the agency by means of administrative appointment, by the governor or other executive official, is not a satisfactory method of securing independence of the administration.<sup>2</sup> Two alternative and superior methods of selection have appeared in state practice: popular vote and appointment by the legislature.<sup>3</sup> The second alternative

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<sup>1</sup>A. E. Buck, *The Budget in Governments Today*, 1934, page 57.

<sup>2</sup>In spite of this fact appointment by the chief executive was found in nine states, and appointment by the governor subject to legislative approval was employed in nine others in 1942. James W. Martin, Robert L. Sawyer and S. Marie Fraser, *The State Auditor*, 1942, page 9. This report has been relied on at several points in this article.

<sup>3</sup>These are the principal alternatives. In 1942, however, two states provided for

method is most frequently favored by experts because of the auditor's paramount allegiance to the legislature, because excellence in campaigning does not forecast auditing efficiency and because a smaller body can determine more proficiently the merits of an individual for a position of a highly technical nature.<sup>4</sup> Either process of selection preserves independence of the auditor from political control by the administration better than does appointment by the chief executive, but experience in the states reveals that popularly elected officials are quite often heavily encumbered with administrative duties.<sup>5</sup> Also there is a special danger of spoils in an elective office.

The position of auditor of public accounts was established in Kentucky by the legislature in its first year of statehood and, although the character and scope of functions have changed from time to time, the method of selection has always been by popular vote. Even though the office is treated as a political position, Kentucky is one of the three states (Colorado and Massachusetts are the other two), out of the group of 21 which in 1942 elected their auditing

officials, that limits the functions of the auditor to post-auditing.

The comptroller general of the United States, who, nominally, is the national auditing official, holds a strategic position by virtue of the manner in which he is selected. This officer is appointed by the President, serves for a term of fifteen years, and is removable only by joint resolution of Congress or by impeachment.<sup>6</sup> The long tenure of his office in combination with the method of his selection means virtually that the comptroller general is not effectively responsible to the President, the Congress or the people.

#### Internal and External Control

The functions of financial control have been described by one writer<sup>7</sup> as being of two distinct types: (a) internal control, which is thought of in both American business and government as the "comptroller's" or "financial executive's" job of exercising a current and continuous check on financial conduct of affairs through approving vouchers, issuing warrants for payment, and generally "locking the door before the horse is stolen," and (b) external control, which is a periodic audit or check on the validity of the financial conduct after it has been completed.

If a good post-audit is to be effected, it is important that the internal control be separated from the external control. The principal objection to mixing comptroller with

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civil service appointment, in one state the comptroller general performed auditing duties, and in one the budget commissioner appointed the auditing official.

<sup>4</sup>However, in 1942, only five states permitted legislatures to select auditing officials, while in 21 states the auditor was chosen by popular vote. Senate Bill No. 27, 48th Texas legislature (1943), which became operative in 1945, adds Texas to the list of states whose legislatures select the auditors.

<sup>5</sup>*Loc. cit.* and George C. S. Benson, *Financial Control and Integration*, 1934.

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<sup>6</sup>Harvey C. Mansfield, "The General Accounting Office," in President's Committee on Administrative Management, *Report with Special Studies*, page 174.

<sup>7</sup>Benson, *op. cit.*, chapter 1.



auditing functions is that doing so places the auditor in the position of reviewing his own work, a practice which is poor assurance of an impartial check on administration. This defect is especially obvious in the federal government, in which the comptroller general is also delegated duties such as (a) rendering advance decisions to department heads and disbursing officers regarding the use of appropriations, (b) maintaining general fund accounts relating to appropriations and personal accounts of fiscal officers, (c) settling claims for and against the federal government, and (d) prescribing accounting procedures for the several departments and establishments.<sup>8</sup> Two other objections to a post-auditor's performing administrative duties are that it prevents clear-cut assignment of executive responsibility and thus interferes with the dispatch of public business and that it consumes the auditor's time with operating activities so that he cannot pay proper attention to post-audit duties.

Prior to 1936 the fiscal organization in Kentucky was such that there was no official in a position to present an unbiased analysis of the state's operations to the people and the legislature. The auditor of public accounts was an independently selected official who had delegated to him such comptroller duties as keeping the central accounts of the state, auditing, adjusting and reporting to the attorney general for set-

tlement of claims for and against the commonwealth, approving expenditures and issuing warrants for payment. Although the state inspector and examiner was the chief auditing official he was handicapped both because he performed administrative duties and because he was responsible to the governor.

In a fundamental policy change the General Assembly of 1936 relieved the auditor of public accounts of his bookkeeping and other administrative duties and made him solely responsible for the state post-audit. The purpose of this portion of the reorganization act was "to provide for the independent auditing of the accounts and financial transactions of all spending agencies of the state through a disinterested auditor, who is entirely independent of the state administration whose affairs he is called upon to audit." His duties as post-auditor include:

- (1) Auditing all state accounts;
- (2) auditing accounts of all local officials handling state funds;
- (3) investigating the accounting for and verifying the existence of all state property;
- (4) investigating the estimates of resources and receipts;
- (5) assisting the Legislative Council in hearings and investigations;
- (6) reporting to the governor, Legislative Council and commissioner of finance any unauthorized, illegal, irregular or unsafe expenditures or handling of state funds;
- (7) preparing a separate report of each audit and investigation and reporting biennially to the General Assembly.

In order to perform these duties the auditor and his agents have ac-

<sup>8</sup>Mansfield, *loc. cit.* For a defense of the comptroller general's status as both a comptroller and an auditor see Daniel T. Selko, *The Administration of Federal Finances*, 1937, pages 52, 54 ff.

cess to all books, accounts, reports, vouchers, correspondence, records, money and property of the agencies which they are required to audit and he may compel witnesses to testify in any investigation he may make.

By virtue of the same act the office of state inspector and examiner was abolished and the comptroller and budget functions were placed in the Department of Finance. Thus, an appointive officer, responsible to the governor, pre-audits and controls disbursements; and an elective officer, responsible to the people through the election process and to the General Assembly through legal stipulation of duties, checks on the legality, regularity and propriety of expenditures after they have been made. Since this distribution of financial functions has been made, Kentucky is placed among the few states whose auditors are free from administrative assignments.

#### Scope of Post-audit

The scope and frequency of post-audits vary among the states. Audits sometimes extend to state offices and institutions, counties, cities, towns, villages, school districts and other special districts—sometimes to only a part of these; agencies may be audited annually, biennially, semi-annually or at irregular intervals. A comprehensive state audit would include both receipts and expenditures and would cover all state governmental agencies. Further, the check would be made at the conclusion of each fiscal period.

The Kentucky law stipulates: "The auditor shall audit annually, and at such other times as may be

deemed expedient, the accounts of all state agencies, all private and semi-private agencies receiving state aid or having responsibility for the handling of any state funds, the accounts, records and transactions of the budget units, and the general accounts of the state."

However, the degree of regularity as reported by the auditor who went into office in 1940 was as follows: out of 172 units, including departments, divisions, institutions, boards, etc., nineteen had not been examined within two years; two within three years; one within five years; one within eight years; and for 50 others the lapse of time was undetermined.

The revenue receipts collected by the Department of Revenue have not been subjected to a regular audit in recent years. This means, essentially, that the major portion of the state's revenues is not independently checked despite the fact that the law requires an annual audit of both receipts and expenditures. Two classes of expenditure which are omitted from the state audit are federal grants made to state agencies for specific purposes and not requiring a matching of funds by the state and expenditures of certain corporations. It is the opinion of the auditor that a review of federal grants, though administered by state agencies, would be unnecessary duplication, if not outside his jurisdiction. The second class is not a major item; the Armory Corporation and the Children's Home Corporation are the only examples.<sup>9</sup> Omit-

<sup>9</sup>Mark Harris, *The Government Cor-*



ting these two types of expenditure is not so serious as failing to cover every state spending agency at least once a year in accordance with the law, and particularly failing to audit all the operations of the Department of Revenue regularly. It should also be emphasized that the legal requirements concerning the scope of the post-audit do not indicate that the audits are thorough. There is reason to believe that some of the audits made in Kentucky are more perfunctory than exhaustive. The expenditures of the auditor of public account's office during the past three years have ranged from approximately \$44,000 to \$48,000;<sup>10</sup> this is a small appropriation in view of the amount of work required of that office. Inadequate financial support of any agency is usually reflected in the quality and quantity of its work.

The organization of the Kentucky auditor's office is drawn along functional lines so that the state departmental and institutional audits and the county audits are in separate divisions; and the assistant auditor<sup>11</sup> assumes direct supervision over state audits. In making audits of state governmental agencies the auditor is confronted with varied laws, records, organizational schemes and activities, so that the procedure followed must be fitted to the situation. Fortunately for the auditor the Depart-

ment of Finance operates a good system of internal control, which makes the task of checking the commonwealth's expenditures less burdensome. The work of the Department of Finance, however, does not duplicate that of the auditor. The situation is analogous to the internal administrative control and outside audit of private business, and in both private and public affairs efficient administrative accounting reduces the auditor's work.

#### Post-audit Agencies' Personnel

The personnel of the audit agencies can greatly influence the effectiveness of their work. According to the Martin, Sawyer and Fraser report experience in the various states has indicated that those agencies which require high education and experience standards, demonstrated by means of merit tests, are in a relatively favorable position to perform post-audits efficiently.

Few state laws exceed the minimum age and citizenship requirements for the chief auditing official,<sup>12</sup> but the low requirements of the head of the agency are often counterbalanced by specifying that some of the administrative assistants meet certain qualifications. This is the situation in Kentucky, where the auditor is required only to be 30 years of age and a resident citizen of the state at least two years preceding his election but the assistant auditor must meet not only the same

poration in Kentucky (unpublished master's thesis, University of Kentucky), 1940, page 88.

<sup>10</sup>Commonwealth of Kentucky, *The Executive Budget*, for the biennium 1944-46, page 49.

<sup>11</sup>Appointed by the auditor of public accounts and required to be a certified public accountant.

<sup>12</sup>In Maryland and Texas the auditors are required to be certified public accountants and in Maine the auditor must be a certified public accountant or have experience as an auditor of public accounts.

citizenship requirement but also be a certified public accountant. Kentucky has been without an assistant auditor, however, since he resigned two years ago. The law further requires that any other assistants making audits must be persons qualified by at least two years practical experience in auditing or one year of experience and one year of formal training in auditing in an accredited college or university.

In many states the classification of the audit staff is under the supervision of the state's personnel agency, while in others the whole question is left to the head of the audit department. Since 1936 in Kentucky the Division of Personnel Efficiency of the Department of Finance has supervised the merit examinations for auditors and determined the list of qualified applicants from which the auditor makes appointments. There seems to be no objection to placing the audit staffing problem within the purview of a state's civil service. The fact that an outside agency sets up standards to assist in recruiting competent personnel does not detract from the auditor's independence. Indeed, by such a plan the auditor is spared the political pressure of patronage requests.

To operate effectively the auditor must have a staff of adequate size and quality. The size of the state audit staffs varies considerably, ranging, according to a 1942 study, from five in Nevada to over 700 in New York; the size seems to be principally a result of local political and general administrative conditions and depends partly upon the amount of

work other than auditing which is delegated to the agency. The Kentucky audit staff usually comprises sixteen persons, nine of whom are auditors and seven of whom are clerks and stenographers.

#### Audit Reports

The auditor in Kentucky, as is true in most states, is required by statute to make two types of reports: (1) an individual report of each examination, copies of which go to the governor, the commissioner of finance, each member of the Legislative Council, and to the head of each department or agency concerned; (2) a second summary report of all audits to be made at the close of each biennium, covering the activities of that period, copies of which are transmitted to each member of the General Assembly, the governor, five copies to the state librarian, and five copies to the librarian of the University of Kentucky.

The first type of report is far more informative and detailed than the latter. Usually each individual report contains a letter of transmittal, a list of the principal officials of the agency involved, a consolidated statement of receipts and expenditures followed by detailed analyses, and certain other statistical information such as salary schedules of employees. Some, though not all, contain written summaries of the auditor's findings and recommendations. Many of the individual audits are reported with little or no tabular data, and are primarily opinions based on surveys and not audit reports in the strict meaning



of the term. The biennial summary reports set forth general financial statements relative to the expenditures of each state agency and each county; much of this information can be found in the biennial reports of the Department of Finance.

An auditor has no direct authority to enforce his recommendations or to remedy abuses in financial administration. He must rely upon persuasion and the good reception of his reports by the legislature and political leaders. As expressed by the Texas auditor, "Whatever power the state auditor exercises must be, in the final analysis, the power of publicity. The potency of the office lies in its reports."<sup>18</sup> For this reason as much care must be taken in the presentation of the data as diligence in obtaining it. The role of the nagging critic should be avoided, and the tone of the reports should be such that the criticisms are clearly intended primarily for the use of administrators. This does not mean that abuses should be concealed. The auditor will strengthen his position and show the value of a post-audit if he publicizes fraudulent or other irregular practices. But small irregularities need not be made to appear much more impressive than their significance warrants, and favorable comments should not be omitted. The Kentucky reports can be highly commended for the tone and clarity of the comments, both favorable and adverse.

## CONFUSED COUNTY PICTURE II

(Continued from Page 232)

within these units of government is made difficult, if not impossible. Even more desirable than coordination is accountability to the voters. With such a confused picture, it is difficult for the voters to place responsibility upon any one official or body for failure to make county government more efficient.

### Conclusion

If counties are to remain important in our system of government, they must adapt their structure to meet the needs of a more positive approach to our political problems. The creation of numerous special function boards and commissions which confuse responsibility and prevent adequate coordination does not contribute to local self-government. Instead, in this period of expanding government activities, it contributes to the growth of state centralization. If counties cannot adequately perform modern functions, the states will.

Counties have had adequate warning. In several instances states are now performing functions which previously were county-administered. As new activities have been added to county responsibilities, state legislatures have found it necessary to give control over many of these fields to *ad hoc* units of government or to county special boards and commissions. This indicates a lack of confidence in present county government structures.

It is time that the counties accepted the challenge and reorganized their governments.

<sup>18</sup>State Auditor and Efficiency Expert, *General Report to the Legislature of the State of Texas*, 1932, page 2.

# Voters Take the Law in Hand

*Sole Washington reapportionment made since legislative act of 1901 was adoption by voters of 1930 initiative measure.*

By DONALD H. WEBSTER\*

THE history of the legislative apportionment problem in the state of Washington has been to a large extent a struggle between the rapidly growing and the slowly growing sections of the state rather than a struggle between the urban and rural or the eastern and western sections. It is true, however, that the most consistently rapid growth has occurred around the metropolitan areas in the western portion of the state.

The state of Washington is divided into 39 counties varying in size from 172 to 5,295 square miles and varying in population from 3,200 to 631,000 inhabitants<sup>1</sup> with a density of population ranging from 2.1 to 236.4 persons per square mile. It is apparent, therefore, that the county does not provide either by area or population a degree of equality suitable for legislative representation. County boundaries, nevertheless, have

been used to a considerable extent as boundaries for senatorial and representative districts. The advantage of representation, therefore, has been held by the more sparsely populated rural counties which have consistently been successful in blocking legislative bills proposing redistricting and reapportionment.

The fight for reapportionment has often been led by the King County delegation in its effort to secure greater representation in the House and Senate, whereas the opposition has most consistently come from the agricultural counties east of the Cascades which have feared the domination of the legislature by Seattle, located in Washington's most populous county.<sup>2</sup>

The constitution of the state of Washington adopted in 1889 provides for a bicameral legislature composed of a House of Representatives of not less than 63 nor more than 99 members and for a Senate whose membership shall not be less than one-third nor more than one-half of the number of members in the House of Representatives. The present legislature has a Senate membership of 46 and a House membership of 99. Members of the House are elected for a term of two years and members of the Senate for four years. The terms of office of senators is

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\*Dr. Webster is director of the Bureau of Public Administration and associate professor of political science at the University of Washington, having recently returned to his duties after two years as captain in the field of Military Government in the European Theater of Operations. Prior to acceptance of his university post in 1939, Dr. Webster served as manager of the Seattle District Office of the Washington Tax Commission and subsequently as counsel for the commission at the state capital. In 1942 he took leave of absence from the university to become chief rationing attorney for the State District Office of OPA.

<sup>1</sup>Based on 1945 estimates.

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<sup>2</sup>It is of interest to note, however, that the opposition leadership has frequently come from counties west of the mountains.



such that one-half the members are retired every two years. The constitution further provides that members of the Senate shall be elected by single districts of contiguous territory at the same time and in the same manner as members of the House of Representatives. No representative district shall be divided in the formation of a senatorial district. Representation in both the Senate and the House is based upon population excluding Indians not taxed, soldiers and sailors and officers of the United States Army and Navy in active service.<sup>3</sup>

#### Legislative Inaction

The constitution contains two specific mandates to the legislature which, since 1901, have been honored in the breach: (1) that the legislature shall provide by law for the enumeration of the inhabitants of the state in the year 1895 and every ten years thereafter, and (2) that at the first session after such enumeration and also after each enumeration made by the authority of the United States the legislature shall apportion and district anew the membership of the Senate and the House of Representatives according to the number of inhabitants. Thus the constitution requires two reapportionments every ten years.<sup>4</sup>

In 1900 the population of the state was 518,103. Using this as a basis, the legislature in 1901 made an apportionment of legislative membership. Under this law<sup>5</sup> legislative members continued to be elected for a period of 30 years at the end of which time a reapportionment was compelled by popular initiative measure. The apportionment act of 1901 created 42 single-member senatorial districts and 56 representative districts. Representative districts established varied from one to three members. Each county, regardless of population, was given at least one representative. Some of the more populous counties were divided into two or more senatorial and representative districts.

From 1900 to 1910 the population of Washington grew from 518,103 to 1,141,990, an increase of 120.4 per cent. Although King County, the most populous in the state, grew from 110,053 to 284,638, an increase of 159 per cent, western Washington as a whole grew at only a slightly higher rate than eastern Washington during this period. From 1920 to 1930, however, western Washington grew at almost four times the rate of eastern Washington. Some of the agricultural counties in eastern Washington declined in population

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<sup>3</sup>Population figures used herein are based on United States census and state estimates. No segregation of military personnel is made in the use of the 1930 or 1940 figures. Estimates used for 1943 and 1945 include only civilian population. Total Indian population in the state in 1940 was 11,394.

<sup>4</sup>The logical explanation for the provision requiring a state census midway between the federal censuses is that the

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rapid growth of population between 1880 and 1890 from 75,116 to 349,390 led the constitution makers to expect this rapid growth to continue.

<sup>5</sup>The only changes resulted from the formation of three new counties in eastern Washington, each comprising a new representative district with one representative. No new senatorial districts were created. The new counties were incorporated in existing senatorial districts.

after 1910. Seattle grew considerably faster than either Spokane or Tacoma, the second and third largest cities of the state.

From 1901 to 1930 many attempts were made during the various sessions of the legislature to redistrict and reapportion representation in the legislature but all such attempts were successfully blocked by the combine of the small counties.<sup>6</sup>

#### Initiative Measure

By 1930 the disparity in representation among various districts had become so great that it was hardly possible to speak of representation as having any particular relation to population. In that year a group of leaders from the under-represented areas drew up plans to redistrict the state and reapportion representation by means of an initiative measure. Although the Washington constitution had been amended in 1912 to provide for popular initiative, no attempt had been made to secure a reapportionment by this means prior to 1930. The procedure was immediately challenged in the courts on the ground that the power and authority to apportion and district was vested in the legislature and it did not involve the act of law-making given to the people by the initiative amendment. The Supreme Court, however, noted the continued failure of the legislature to observe the constitutional mandate and held that the method of districting and apportioning was by law which could be enacted by initiative.<sup>7</sup>

After a bitter fight over the initiative measure it was passed by a narrow margin of less than 1,000.<sup>8</sup> The vote was 116,436 for the measure to 115,541 against. Only six counties out of the 39 returned majorities in favor of the measure. The overwhelming vote in King County was sufficient, however, to carry it. Under the provisions of Initiative 57 the number of senators was increased from 42 to 46 and the number of representatives from 97 to 99. Representative districts were made to correspond to the same geographical areas as the single-member senatorial districts. Each representative district had at least two representatives and in some instances three. County boundaries were made to serve primarily as the boundaries for the senatorial and representative districts. Seven districts were made up of single counties. Five districts each comprised two counties, three districts each comprised three counties, and one district consisted of four counties. Five of the more populous counties were subdivided to make 26 districts. In four counties, county lines were crossed to form the same number of districts.

Although this measure did not provide exact representation according to population it did achieve much greater equity than existed under the previous law. Based on the 1930 population the theoretical quota for each district, if a perfect apportionment were made, would have been 15,792 for the House of

<sup>6</sup>Frequently referred to as the control of the legislature by the "Cow Counties."

<sup>7</sup>*State Ex Rel. Miller v. Hinkle* 156

Wash. 289, 286 Pac. 839.

<sup>8</sup>Remington's Revised Statutes 8137-2, 8137-3. (Initiative No. 57)



Representatives and 33,987 for the Senate. Many of the under-represented counties still did not attain parity with most of the agricultural counties. In King, for example, where representation in the House was increased from 17 to 24, the average number of persons represented by each representative was 19,313, whereas in the representative district comprising the rural counties of Ferry, Lincoln and Adams, the average representation was 11,944 and in the district comprising Asotin, Columbia and Garfield the average representation was 8,562.

#### Need Still Great

The passage of Initiative 57 in 1930 abated the struggle over reapportionment temporarily but it did not end it. Although no reapportionment act has been passed since that date various proposals have been introduced in the legislature for reapportionment.<sup>9</sup> Some have been coupled with plans for a one-house legislature, some included proposals to give each county one representative regardless of size, and place a maximum limitation on the number of representatives from any single county, and others have contained various provisions for apportionment, as for example by the secretary of state, the governor or other officials of the executive branch in case of failure of the legislature to carry out the constitutional mandate.

Between 1930 and 1940 the pop-

ulation of the state of Washington increased 172,795 or approximately 11.1 per cent. King County, although receiving 24 per cent of these additional inhabitants, increased at a percentage rate of 8.9. Pierce County increased at approximately the same percentage as the state average. Spokane, the third county in size, increased at the rate of 9.4. On a percentage basis shifts in population between 1930 and 1940 ranged from a loss of 19.6 per cent in Adams County to a gain of 170.6 per cent in Cowlitz County. In the matter of numbers, however, almost half the state's increase went to the four Puget Sound counties of King, Pierce, Kitsap and Snohomish, although only Snohomish increased at a rate above the state average.

Changes in population since 1940 have tended greatly to increase the existing disparity in representation. Since 1940 the state has witnessed considerable shift in population. This shift is due partly to the dislocation caused by the war and, while it is not likely to continue to the same degree, there is little evidence that the trend of the past five years will be reversed by any considerable movement of population from the metropolitan to the rural areas. The estimates of the Bureau of the Census indicate that between April 1, 1940, and November 1, 1943, the population of the state of Washington rose from 1,719,143 to 1,905,239, a gain of 186,096 or 10.8 per cent. At the same time 26 of the 39 counties showed a population loss of 65,525. It is of interest to note that 22 of these 26 counties

<sup>9</sup>In 1942 a further attempt at reapportionment was made by Initiative No. 11 to the legislature. The proponents failed to secure the required 50,000 signatures on the petition.

were already over-represented in the House and 18 in the Senate on the basis of the 1940 census. Gains were shown in 13 of the 39 counties for a total of 251,621 persons. Western Washington showed gains in eight counties for a total of 225,729, whereas eastern Washington showed gains in five counties, 25,892. Of this population gain 88.6 went to the four counties of western Washington, King, Kitsap, Pierce and Clark, and 32 per cent went to King County alone. The greatest percentage of gain is to be found in Kitsap which increased its population during the three years by 113 per cent. All four of the counties receiving the 88.6 per cent of the total gains in population already were under-represented in the legislature on the basis of the 1940 population. It appears that the same general trend has continued in 1945. The 1945 population estimates, however, indicate that a number of counties which showed losses in 1943 have regained a substantial proportion of their 1940 population.

#### **Disparities in Representation**

Since 1940 four counties have more than doubled their population and one has more than trebled. On the other hand, a number of the agricultural counties have gained very little or have actually lost population since 1920. Garfield County, for example, had a population of 3,875 in 1920; 3,662 in 1930, and 3,383 in 1940 and an estimated population of 3,200 in 1945. A similar history is found in Douglas, Columbia, Ferry, Asotin and others.

Kitsap County, comprising repre-

sentative and senatorial districts 23, with a present civilian population estimated at approximately 120,000, or about 6 per cent of the state's population, has a representation in the state legislature slightly over 2 per cent. This shows up with greater inequity when compared with senatorial and representative district number 10, which has the same number of representatives and senators, although it possesses less than 17,000 inhabitants and represents less than 1 per cent of the state's population. In other words, a representative from Kitsap County represents more than seven times as many inhabitants as does a representative from legislative district number 10. The present population of the four Puget Sound counties of King, Kitsap, Pierce and Snohomish represent over 50 per cent of the state's population, but these counties have only approximately 41 per cent representation in the House and 43 per cent representation in the Senate.

Inequities in representation, however, are not exclusively those between the urban and the rural counties or the western and eastern parts of the state. In the counties comprising more than one legislative district considerable disparity is to be found. King County, for example, is divided into twelve legislative districts, represented by twelve senators and 24 representatives. Of the twelve senatorial districts in King County, six were under-represented and six were over-represented. In the House, ten representative districts were under-represented, whereas two were over-represented. On



the basis of the 1940 population each senator represented an average of 37,743 people. In King County, representation ranged from 31,713 in district 36 to 69,182 in district 31 with a county average of 42,082. The disparity is even greater between these two districts on the basis of estimated number of inhabitants for 1945 which indicates a population of 35,122 in district 36 and a population of 92,111 in district 31. The average representation in King County in 1945 was 50,330 for each senator against the state's theoretical quota of 44,600 and 25,165 for each representative against the average for the state of 20,750.

A check of Pierce County shows three districts under-represented and two districts over-represented. Population by districts varied in 1940 from 17,972 in district 27 to 51,602 in district 29 and in 1945 from 18,917 in district 27 to 56,170 in district 29. The county of Spokane shows an under-representation in two senatorial and representative districts and an over-representation in three. The average for the county showed an over-representation in both branches for 1940 and 1945. The number of inhabitants by legislative districts varied in 1940 from 18,754 in district 6 to 48,951 in district 3 and varied in 1945 from 20,790 in district 6 to 52,921 in district 3.

Out of the 21 representative districts in the state showing under-representation in 1940, eighteen are located west of the mountains and out of the twenty senatorial districts showing under-representation, seventeen are western districts. Of the

25 over-represented districts in the House, thirteen are eastern districts. Of the 26 over-represented senatorial districts, half are from the east and half from the west side. However, nine of the over-represented senatorial districts on the west side are located in King, Pierce and Snohomish Counties, each having an average under-representation, whereas only one over-represented district on the east side is located in a county with an average under-representation.

### Conclusions

Numerous other comparisons might be made from the population figures. Many of these are self-evident from the data herein presented. The obvious conclusions from this study are that in Washington representation according to population exists as a constitutional principle but not as a fact; that representation in the legislature from the beginning of statehood has been in favor of the sparsely populated areas and to the disadvantage of the urban sections; that inequalities of representation are not limited to those between urban and rural districts; that the rapid and unequal growth in population in the different sections of the state has served to increase the existing disparity of representation; that the sections in which future growth may be expected are on the whole already under-represented; that the history of redistricting and reapportionment in the state gives little hope that the constitutional mandate of representation according to population will be carried out in the future by act of the legislature.

# News in Review

## City, State and Nation

*Edited by H. M. Olmsted*

### Twenty-three New Manager Communities

#### *1946 Adoptions Forecast Record in Growth of Plan*

**D**URING the past month there have been twenty-three adoptions of the council-manager plan reported to the National Municipal League. This department has already reported adoptions this year by thirteen communities, a 1946 total so far of 36 as compared with 26 for the entire year 1945. The largest number of adoptions in any one year was 48 in 1921. Thus, 1946 may break all previous records.

A few of the adoptions now reported occurred prior to 1946, but have not previously been noted.

The city of **Spartanburg, South Carolina**, has recently been authorized by statute to employ a city manager.

At an election on April 2 the voters of **Junction City, Kansas**, adopted the council-manager plan by a vote of 1,205 to 834. The plan is to take effect in April 1947, when a new council or commission of three members will be elected. The candidate receiving the most votes at that time will serve for four years, the other two for two years each. The same plan will be followed at subsequent elections, which will be at two-year intervals instead of annually as at present. The manager will appoint and remove all heads of departments and all employees, all appointments to be on the basis of merit.

On April 11 voters of **Redding, California**, overwhelmingly approved an ordinance providing the council-manager plan by a vote of 1,062 to 459.

The town of **Richmond, Maine**, adopted the town manager plan recently by a vote of 143 to 67. **Madawaska, Monroe, Island Falls and Stonington** are other Maine towns that have recently decided upon the manager plan.

The Council of **South Boston, Virginia**, has recently created the post of city manager to take over many administrative functions now performed by that body and the mayor. **Falls Church, Virginia**, has also adopted the manager plan.

In **Lancaster, South Carolina**, the City Council has appointed its first city manager.

**Delray Beach, Florida**, adopted a city manager ordinance on February 4. **Green Cove Springs**, in the same state, has also passed such an ordinance recently.

The City Council of **Saline, Michigan**, unanimously adopted a manager ordinance on March 22, to take effect July 1. The manager will be responsible for all departments, purchasing, employment of all personnel, preparation of the budget, etc. **Fremont, Michigan**, is also about to employ a city manager, as all three members of the City Commission are so busy as to require a full-time manager, who will also serve as city engineer.

In Iowa the city of **Shenandoah** has been added to the number having city managers by reason of an ordinance.

**South Salt Lake, Utah**, has adopted a city manager ordinance.

Voters of **Bonham, Texas**, decided 617 to 287 on April 2 to change the city charter so as to provide for the council-manager form of government. The city attorney, who with the mayor opposed the change, claimed that the question on the ballot was too vague.

The City Council of **Odessa, Texas**, passed a manager ordinance on March 27.

Two cities in Alaska adopted the council-manager plan on April 2 by overwhelming votes after vigorous campaigns. In **Anchorage** the vote was 1,136 to 216; in **Fairbanks**, 651 to 249.

The International City Managers' Association has added the city of **Quebec** and the village of **Val d'Or**, both in the province of Quebec, Canada, to its official list of manager cities. Both have had managers for some time.

In **Morris, Minnesota**, the manager plan was continued in a new home rule charter adopted in December by a vote of 214 to 26. The manager plan, in use since 1914, had proven so satisfactory there was no suggestion that it be abandoned.

**Mount Clemens, Michigan**, defeated a proposed manager charter on April 1 by 886 to 824.

The *News and Herald* of **Winnsboro, South Carolina**, is advocating study of the manager plan for that municipality and for **Fairfield County**, within which it is situated.

The council-manager plan has been favorably discussed in the borough of **Medford Lakes, New Jersey**, and an election on the subject has been planned for May 7.

A report favoring the manager plan was presented to the town meeting in **Amesbury, Massachusetts**, in March, and it is planned to present the question of adopting the plan to the voters.

In **Cocoa, Florida**, where, as noted in March (page 127) a manager ordinance was adopted on January 15, a manager has been appointed and is engaged in drafting a council-manager charter.

The Chamber of Commerce of **Fayetteville, North Carolina**, is aiding in a movement to change that city's present aldermanic government to a modern form such as council-manager.

The **Crookston, Minnesota**, Charter commission has voted to submit a council-manager charter to the voters for adoption in November, and intends to conduct an educational program.

Mayor Ewing of **Nevada, Missouri**, which recently adopted the council-manager plan, reports that the five candidates who were endorsed by the council-manager advocates have been elected.

Petitions have been circulated in **Hot Springs, South Dakota**, calling for a special election on adoption of the manager plan.

The town of **Lebanon, New Hampshire**, has deferred action on the town manager plan which, however, has been favorably reported by an official committee.

In **Burlingame, California**, a council-manager ordinance failed of adoption, but a Board of Freeholders was chosen to draft a new charter.

Two new members of the **El Centro, California**, City Council are pledged to the council-manager plan.

Interest in the council-manager plan is reported to be active in **Passaic, New Jersey**; **Sidney, Ohio**; **Fargo, North Dakota**; **Delta, Colorado**; **South Charleston, West Virginia**; **Rice Lake, Wisconsin**; **Ada, Oklahoma**; **Bellingham, Washington**, and **Alice, Texas**.

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### **University City, Missouri, Elects Charter Commission**

A commission to frame a home rule charter for University City, Missouri, was authorized by the voters on April 2, the vote being 4,693 to 1,025. Thirteen members of the commission were elected at the same time. The League of Women Voters had organized a Nonpartisan Citizens Committee for a Home Rule Charter, which coordinated various other groups and after consultation prepared a slate of thirteen candidates. No others filed.



### ***Seattle Adopts New City Charter***

At the March 12 city election the voters of Seattle, Washington, approved the new charter prepared and submitted by the Freeholders Charter Commission, by some 60,000 votes as against 25,000. Although Mayor Devin, newly elected, will have a two-year term as heretofore, the next mayor will serve for four years, as will also the councilmen elected after present council terms expire. The next election will be in 1948, and thereafter in even-numbered years. Mayor Devin will shortly appoint a police chief after a competitive examination, as required by the new charter. Other charter changes were given in the REVIEW for December 1945, on pages 569-570.

At the election the voters also approved the three-platoon system for firemen—without a provision for the added cost of about \$600,000.

### ***Connecticut Municipalities Vie in Report Contests***

Modernization of annual town reports, with a view toward making them more informative, attractive and easy to read, is commanding an increasing interest among town officials and citizens in Connecticut. The movement toward modernizing reports launched by the Connecticut Public Expenditure Council three years ago has been stimulated by widespread newspaper interest and comment and by citizen commendation of the improved reports which have been published. Since that time at least 34 towns and cities have given special attention to the improvement of their reports and some excellent results have been obtained.

The establishment of two annual report contests, conducted by the New England Council and the University

of Connecticut, has further stimulated interest. The New England Council contest, which is open to municipalities in all six New England states, saw several Connecticut reports entered, with Bloomfield and Greenwich taking top honors in their respective divisions. In addition Wethersfield and New Haven each took a third place honor and Stratford a fourth.

In the University of Connecticut statewide contest, which was initiated last year at the suggestion of the council, 40 towns and cities entered reports. Five divisions were established according to population with provision for three winners in each division. In Division No. 1, for towns under 1,000 population, no highest award was given because of the limited number of entries. The winners in the other divisions were the towns of Old Lyme, Bloomfield and East Hartford and the city of New Haven. The judges in the contest were Maurice Sherman, president of *The Hartford Courant*; Sidney A. Edwards, managing director of the Connecticut Development Commission; and Howard I. Comstock, public relations counsel of Bridgeport.

Most of the Connecticut towns entering these contests availed themselves of the consultation service of the Connecticut Public Expenditure Council, which offers advice and assistance with respect to the arrangement of the financial data, format and other main features of the reports. The widespread publicity resulting from the contests has caused many other towns to request advice and information concerning the improvement of their reports to be published this year.

The council has observed that these improved reports are paying dividends in increased citizen interest in local affairs. More copies of the reports are being distributed than formerly and

many towns have discovered that they can publish the new type of report at much lower cost than that of the old dry, statistical form.

It is anticipated that both the New England and Connecticut contests will be held again for 1946 reports.

CARTER W. ATKINS  
Executive Director

Connecticut Public  
Expenditure Council

### ***New Mexico League Urges City Planning***

At its annual meeting at Albuquerque in January the New Mexico Municipal League voted to ask the next legislature for legislation to facilitate city and regional planning. Other topics which caused much discussion were largely on the subject of additional municipal revenues. Mayor J. R. Castler of Raton was re-elected president and Mayor Manuel Lujan of Santa Fe secretary-treasurer.

### ***Local Governments Form Administrative Council***

An official Administrative Council has been established in Lane County, Oregon, including the executive heads of the major local governments—county, cities (including Eugene and Springfield) and school districts.<sup>1</sup> According to W. M. Tugman, managing editor of the *Eugene Register-Guard*, the Administrative Council was suggested by the Central Lane Planning Council, with the idea that the administrative officers were in a position to do a good job of planning and programming, which the planning council could review, criticize and either support or oppose.

The Administrative Council has tried to set a precedent of simultaneous

projection of major projects in each division over the next ten years.

### ***Constitution Reform Leads Kentucky Legislative Acts***

An outstanding accomplishment of the recently ended session of the Kentucky legislature was the provision for a vote of the people, in November 1947, on the question of calling a convention to write a new constitution for the first time since 1892. (See also note following.)

The *Louisville Courier-Journal*, in commenting on the difficulties of intelligent lawmaking in the crowded 60-day session, added: "Ironically, the one measure which would have helped to remedy this recurring biennial situation, that providing for continuing legislative research between sessions, failed to pass." However, the editor considered that the session was exceptionally constructive, stressing the constitutional issue, the provision of a more adequate budget and the retention of the state income tax. Aside from these points the list of achievements was stated to include "the House's resounding defeat of the bill aimed at TVA by privately-owned utilities companies, the raising of the truck weight limit, the improvement of the mine safety laws and the fair attitude in general evinced in labor matters, the increase in the permissive tax rate in public school districts, the reform of the State Fair Board, the consideration shown to Louisville (except in the sad case of the civil service ripper bill) and to other municipalities."

### ***Kentucky to Vote on Constitutional Convention***

The people of Kentucky will vote on the question of calling a constitutional convention at the regular election in November 1947. This chance

<sup>1</sup>See also "By Their Own Bootstraps," the REVIEW, September, October, December, 1944, and May, 1945.

to replace the 55-year-old constitution with a modern document was made possible by action of the General Assembly which in 1944 and again in 1946 passed, unanimously in the Senate and by overwhelming majorities in the House (three dissenting votes each time) a resolution calling for a constitutional convention. All proposals to submit constitutional amendments to popular vote were defeated in the recent session on the ground that to submit amendments at the same time that the people must vote on the question of a constitutional convention would confuse the issue.

Since the favorable action of the 1944 session, considerable interest in the subject has been manifested in certain parts of the state, and various organizations, such as the Advisory Postwar Planning Commission and the Committee for Kentucky, have actively advocated constitutional change. Final action by the General Assembly was taken March 5, 1946, and on March 18, at a dinner meeting in Frankfort, plans were laid for a vigorous campaign to secure a favorable vote in 1947. The Frankfort meeting was attended by political, educational and journalistic leaders and representatives of women's clubs, civic and business groups, organized labor, Parent-Teacher Associations, League of Women Voters, veterans and others. Forty-five persons were present and many additional leaders, unable to attend, expressed interest in the subject.

The plan of action that was approved by the meeting included a campaign between now and next November, mainly among members of civic groups, women's clubs and the like. Beginning after the election in 1946 the plan is to prosecute a "grass roots" campaign for approximately a year.

The persons attending the meeting

constituted themselves a Committee for a New State Constitution and elected temporary officers. They also provided for an executive committee to carry on the immediate campaign and for another meeting in about six months at which time a permanent organization will be set up.

J. E. REEVES

University of Kentucky

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### ***Reapportionment Sought for Louisiana Legislature***

Although the legislature of Louisiana has twice ignored the mandate in the 1921 constitution requiring legislative reapportionment after each decennial federal census, the possibility remains that action may occur in 1946, in time for the 1948 elections. In the 1944 session Representative Percy Roberts, of East Baton Rouge, and other members introduced proposals for such action, which was deferred to 1946 to permit further study.

According to the *Baton Rouge Advocate* three parishes (counties) are due for additional representatives—East Baton Rouge and Jefferson, one each, and Caddo, one or two. Ward 9 in New Orleans is also said to be entitled to another. As the constitution limits the house membership to 101 and there are now 100 members, this would mean a reduction of the number of representatives of certain parishes and of one or two wards in New Orleans.

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### ***Police Restricted as to Union Membership***

The United States Conference of Mayors, in *The United States Municipal News* for April 15, calls attention to a decision of the Mississippi Supreme Court on January 14 in *City of Jackson v. McLeod* (24 So. 2nd 319), wherein the Court upheld dismissal of 34 policemen in Jackson, who had



joined a local of the American Federation of State, County and Municipal Employees and had refused to resign therefrom. The Court pointed out that police must perform their duties without favoritism and should be "free from obligation of any other allegiance whatsoever."

A regulation of the Los Angeles Board of Police Commissioners, issued on March 12, is also referred to. It forbids membership in any police officers' organization identified in any way with a trade association, federation or labor union that admits to membership persons who are not members of the Los Angeles Police Department or who are not otherwise employees of the city.

### **ASPA Elects New Officers**

At its annual conference in Philadelphia on March 26 and 27, the American Society of Public Administration elected the following: president, Charles S. Ascher; vice president, Miss Loula Dunn; council members, Paul H. Appleby, Clarence A. Berdahl, Louis Brownlow, Harold D. Smith, Grace Kneedler Ohlson, Frank M. Rarig, Jr., Wayne Coy, James W. Fesler, Walter Gellhorn, Luther Gulick, Herman Kehrli and Robert E. Merriam.

The first six of the council members carry over from last year; the others are new members, except Luther Gulick who is a member by virtue of his former presidency of the society.

### **Missouri Governor Signs Home Rule Bill**

Governor Donnelly of Missouri has signed legislation permitting all cities with populations of 10,000 and over in that state to frame and adopt their own charters. This is in line with the permissive provisions of the new constitution.

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## **Researcher's Digest**

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### **Connecticut Group to Make State-Local Survey**

#### **Governor Baldwin Requests Aid on Financial Study**

**T**HE Connecticut Public Expenditure Council, Inc., is expanding its program to include a comprehensive survey, requested by Governor Baldwin, of the financial relationships between the state and the towns, "with particular reference to the development of the most equitable method of distributing the state grants to the towns for educational purposes." Acting with the council is a state committee composed of State Finance Commissioner James B. Lowell, chairman, and Walter W. Walsh, tax commissioner, and Finis E. Engleman, acting commissioner of education.

"The present system of distributing the grants does not allocate the money in accordance with the relative wealth or taxpaying ability of the towns nor in proportion to the educational needs of the respective communities," says *News and Views*, published by the council. The study will necessitate collection and analysis of data on taxation, revenues and expenditures, governmental services and needs of the state and towns, including activities of the federal government as they affect Connecticut. Included also will be data of an economic nature—population, industrial and business trends, and income of the people of the state, covering agriculture, commerce, industry and other significant factors. An analysis of the system of educational grants in other states will be made for purposes of comparison.

"The council regards a study such

as this to be essential to the planning and development of the most efficient relationships between the state and local governments on administrative and taxation matters," says the bulletin. "Furthermore, it seems clear, as we face the difficult and competitive economic problems of the future as well as high taxes at all levels of government, that every possible improvement in governmental efficiency becomes a necessity. We will cooperate with state and municipal officials and citizen groups to that end."

Carter W. Atkins is executive director of the council.

### **Researchers Report and Celebrate**

The **Governmental Research Association** has issued its *Proceedings of the Thirty-first Annual Conference*,<sup>1</sup> which was held in Detroit, December 13, 14 and 15, 1945. The volume contains certain of the addresses made at the conference (not including those already published in the association's monthly *Notes & References*), as well as the annual reports of G. Gordon Tegnell, secretary, and Alvin A. Burger, treasurer. The association has also published an attractive twelve-page pamphlet containing its constitution and by-laws.

The year 1946 finds the **Governmental Research Institute of St. Louis**, Victor D. Brannon, acting director, celebrating its silver anniversary with a new publication, *25 Years of Governmental Research—1922-1946* (sixteen pages). The pamphlet describes the work of the organization by answers to a series of questions printed in large red letters: "What Has the Institute Done to Expose 'Crackpot' Financial Programs? to Save Money for Taxpayers? to Improve Governmental Procedure?

to Improve the Structure of Government? for Civic Education? What Part Did the Institute Play in Getting a New State Constitution?" Letters of congratulation from other research groups are reproduced. Comments from local newspapers are quoted.

The **Schenectady Bureau of Municipal Research** published the proceedings of its Nineteenth Annual Meeting in its *Bulletin* for March (six pages). One hundred twenty members were present to enjoy a beef stew served by members of Company F of the New York State National Guard and listen to reports and addresses. George L. Nichols is managing director of the bureau.

A recent issue of *Bureau Notes* of the **Detroit Bureau of Governmental Research** contains an announcement by Clifford B. Longley, president, that 1946 marks the 30th anniversary of the founding of the bureau. Mr. Longley calls attention to the growth in number and complexity of problems needing independent citizen attention. He commends Dr. Lent D. Upson, the bureau's director from its founding until two years ago. "To Dr. Upson," says Mr. Longley, "this community owes a large obligation."

### **Civic Group Publishes Volume of Statistics**

The number of hours of sunshine in Georgia cities, the hardness of public water supplies, organization charts of the state's government and of the Democratic party, tons of carload revenue freight originated and terminated in Georgia, state tax source, rates and collections, quality of diets of certain non-relief families, births, army rejectees, dwelling unit statistics, postal savings deposits, farm statistics, school and college attendance—these are just a few of the vast array of statistics presented in 226 tables to be found in

<sup>1</sup>New York, 1946. 71 pages, \$2.

*Georgia Facts in Figures* (179 pages). The author is Lyle R. Chubb, research secretary of the **Citizens' Fact-Finding Movement of Georgia**, publisher of the volume. According to its introduction by Josephine Wilkins, administrator of the organization, four years of work have gone into preparation of the volume, which is designed to facilitate comparisons of Georgia with the rest of the nation, many of the tables including nation-wide figures.

The Citizens Fact-Finding Movement was established in 1937 as a coordinating agency through which seventeen Georgia organizations might jointly seek basic information about their state. Among them are state service clubs—Civitan, Kiwanis, Lion, Pilot, Rotary—the American Association of University Women, Georgia Education Association, Council of Church Women, Federation of Business and Professional Women's Clubs, Federation of Women's Clubs, League of Women Voters, Library and Press Associations and others.

"Perhaps no section of the nation faces more complex difficulties than does the South," says Miss Wilkins. "Its people have before them challenging opportunities and upon them grave responsibilities. . . This volume is published in the hope that it will be of some aid in our efforts to fulfill here at home the promises of our democracy which abroad we have defended at such cost."

### **More Local Government Financial Studies**

*Budgetary Procedure and Control* is a ten-page research report issued by the **Detroit Bureau of Governmental Research**, Loren B. Miller, director. Dr. Irving Tenner, consultant in governmental finance and accounting, was retained by the bureau to conduct the study. Recommendations, not intended

to cover all aspects of the city's budget process, are directed toward improvement of the fundamental pattern of budgetary procedure. They include a reorganization of the budget bureau—to be a separate agency independent of the comptroller's office with the budget director responsible to the mayor.

Several issues of *Just a Moment*, issued by the **Buffalo Municipal Research Bureau**, are devoted to Buffalo city finances. One recent bulletin discusses the mayor's budget for the fiscal year beginning July 1, 1946. "Under difficult conditions," it states, "we believe that Mayor Dowd and his director of the budget, Mr. Lanning, have produced a creditable budget of which there will be little adverse criticism."

Other bulletins contain the pay-as-you-go plan formulated for Buffalo by the drafting subcommittee of the General Committee of Fifteen as well as an article on "State Assistance to City of Buffalo Taxes." Sidney Detmers is the bureau's managing director.

"Storm clouds gathering," warns the **Pennsylvania Economy League Inc., Western Division**, in its discussion of "Allegheny County Finances in 1946." "The Pennsylvania Economy League is not an alarmist organization," says Leslie J. Reese, director, in his introduction to the thirteen-page pamphlet. But, Mr. Reese points out, "the county has been operated on a deficit basis in every recent year except 1937. . . Under such circumstances it becomes important to eliminate deficit financing and to put the county on a pay-as-you-go operating basis."

Other recent publications of the Pennsylvania Economy League include *State Aids Local Revenues via Liquid Fuels Tax* (eleven pages) and *The Local Tax Collection Law (Act 394 of 1945—An Analysis and Suggested Forms* (45 pages).



A companion piece to *Your Tax Dollar*, issued by the **Rhode Island Public Expenditure Council** and commented on in this department last month, is *Your Report on Revenues—A Survey of Revenue Sources for Rhode Island Cities and Towns Over 15,000 Population* (20 pages). Covered for the seven cities and two towns discussed are the general property tax, land valuations, building valuations, tangible and intangible personal property, tax rates and levies and other revenues. Comparisons are made with certain cities of other states in the same population classes. Robert M. Goodrich is the council's executive director.

County and school taxes for 1944 and 1945 and municipal taxes for 1945 are listed by the **North Dakota Taxpayers Association** in its March issue of *North Dakota Taxpayer*, H. C. Young, editor.

### ***A Change in Name***

The Governmental Reference Service of the University of Tennessee has become the **Bureau of Public Administration** of the university. The recently augmented staff includes Lee S. Greene, director, Virginia Holmes Brown and Evan A. Iverson, research associates.

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### ***Local Planning Problems***

"Real city planning now appears to be in prospect," comments the **Baltimore Commission on Governmental Efficiency and Economy**, D. Benton Biser, director, in *Your Tax Dollar*. The bulletin recites the steps by which the Commission on City Plan will act. The commission is not "primarily an originating body, but a body to coordinate, consolidate and to schedule, from the over-all viewpoint, the public improvements" on which city departments and others can produce sound evidence as to their need.

### ***Making It Brief***

A condensation of *An Economic Survey of the Los Angeles Area*, by Frank L. Kidner and Philip Neff (see the REVIEW for November, page 510) has been prepared by Molly Lewin. The 24-page pamphlet has been published by the **Haynes Foundation of Los Angeles**—which also published the original version—from which it may be secured without charge. Even the title has been abbreviated. It is now *Los Angeles—The Economic Outlook*.

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### ***Stay-at-Home Voters***

"In some sense the non-voters are more responsible for the quality of civic government than the voters," says the **Toronto Bureau of Municipal Research** in its *White Paper* on "Non-voting on January 1st, 1946." The bulletin points out that non-voters outnumbered voters for aldermen from about two to one to seven to one in various parts of the city. "It is quite unusual for one not to use his ticket to a ringside seat at a hockey game, but not at a civic election," says the bulletin. "But then the standing of the Maple Leafs may be at stake in the former case and only the selection of men and women to supervise the expenditure of \$35,000,000 in the second."

The bureau devoted one of its bulletins to a list of the names of all officials in the city government as a reference for local citizens. Horace L. Brittain is its managing director.

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### ***Sound Pension System***

The **Connecticut Public Expenditure Council** has made an important contribution to sound pension procedure by aiding in the drafting of the Connecticut Municipal Employees' Retirement Fund Act, passed by the 1945 legislature. The act permits any county, city, town, borough or fire district

to join the fund for any class of employees not already covered by a pension system. (See also the REVIEW, May 1945, page 244.)

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#### **School Costs Rise**

Operating costs for San Francisco schools rose in the past ten years—from 1934-5 to 1944-5—58½ per cent, points out the **San Francisco Bureau of Governmental Research**, where Alfred Smith is director. But, says the bureau's *News Bulletin*, during the same period attendance in all groups fell off 9½ per cent. A major factor in the rise, in addition to substantial salary increases, was reduction in the size of classes. Costs per pupil in average daily attendance are shown for each category of schools for the year 1934-5 and that for 1944-5, together with the ten-year increase—amount and per cent.

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#### **Researchers Join Survey Staff**

The **New Orleans Bureau of Governmental Research** has recruited a temporary staff to aid in the conduct of the city government surveys which Mayor Morrison has asked it to undertake.<sup>1</sup> Lennox L. Moak, executive director, reports that among them are Bruce Smith of the Institute of Public Administration, Walter Harris of Public Administration Service, Walter H. Haldeman of the Chicago Civic Federation, Wilfred D. Webb of the University of Texas, and Carl Schneider of the American Public Works Association.

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#### **Philadelphia's Water Supply**

Several recent issues of *Citizens' Business*, published by the **Philadelphia Bureau of Municipal Research**, William

C. Beyer, director, have been devoted chiefly to the problems of where and how Philadelphians may secure a decent and sufficient water supply. Commenting that present sources—the Schuylkill and Delaware Rivers—are badly polluted and that purification processes are costing the city great sums of money, the bureau discusses the report of a Board of Consulting Engineers appointed to investigate possible new sources.

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#### **New Haven Assessments**

The **New Haven Taxpayers Research Council**, of which M. W. Dewees is executive director, has reported to the Mayor, the Board of Assessors, the Board of Finance and the Board of Aldermen on the *Assessment of Real Estate in the City of New Haven* (33 pages). The purpose of the report, as set forth in its introduction, is to "examine the ratio of the assessed valuation to the sale price paid for all possible properties sold in the years 1940 and 1944 by kind, value and location in order to provide factual material for determining the quality of the work done by the Board of Assessors." The report commends the Board of Assessors for its improvement in the quality of assessing between 1940 and 1944 and urges it to speed its efforts to install necessary records so that property assessment in New Haven "may be made in the most uniform manner possible and in accordance with the latest proved procedures." It strongly recommends, however, "for the long range," that the city charter be amended to substitute a single appointed city assessor, removable only for cause, for the Board of Assessors.

<sup>1</sup>See April REVIEW, page 196.

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## Citizen Action

*Edited by Elsie S. Parker*

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## Conference Marks Citizenship Day

### *Independence Square Scene of Philadelphia Meetings*

SEEKING to bring to the attention of the nation the opportunities and responsibilities of citizenship, the Committee on Citizenship of the National Education Association has taken several positive steps in that direction.

One important step is the National Conference on Citizenship, planned by the committee, with the advice and cooperation of the Department of Justice, for May 17-19 in Philadelphia. A hundred national organizations have been invited to participate. Writing in the *Journal* of the National Education Association, Richard B. Kennan, associate secretary of the NEA Commission for the Defense of Democracy through Education, says that the "conference will have as its major goal the focusing of national attention on the value of American citizenship, together with its duties and responsibilities, and ways and means by which various organizations and community groups may cooperate and contribute to the advancement of citizenship."

The first two days of the conference will be devoted to a series of work and discussion groups as well as luncheons and dinners to be addressed by such outstanding figures as Governor Ellis Arnall of Georgia, Commissioner of Immigration and Naturalization Ugo Carusi, United States Senator Joseph H. Ball of Minnesota, Attorney General Tom Clark and Mrs. Ruth Bryan Rohde. Discussion groups will meet at the American Philosophical Society and in the old Customs House,

now the headquarters of the Carl Schurz Memorial Foundation.

The third day (May 19) is National Citizenship Day and will be devoted to Philadelphia's local observance at Independence Square, with ceremonies around the Liberty Bell.

The committee, headed by Earle T. Hawkins, chairman, is distributing a colorful poster and a 36-page manual on planning the observance of National Citizenship Day.<sup>1</sup> The latter lists various types of programs, making suggestions for the participation of schools, libraries, churches and civic groups, as well as the community as a whole. "Organization for Action" is the title of a chapter giving helpful information on establishment of working committees etc., to promote wide participation. A bibliography lists references on citizenship as well as general works on government, politics and democracy.

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## **Knoxville Fights City Manager Ouster**

Believing that the action of Mayor Caswell Walker and five other council members in dismissing City Manager Paul Morton was against the city's best interests, Knoxville citizens have organized a **Citizens Protective League** to promote their recall. The organization has filed petitions containing the signatures necessary to place the question on the ballot and has nominated candidates to replace the six councilmen should the recall be successful.

Mass meetings have been held, one having a reported attendance of over two thousand. Labor organizations, women, churches, Negro groups and

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<sup>1</sup>Write Committee on Citizenship, National Education Association, Washington, D. C. Posters are ten for 50 cents; the manual 25 cents per copy; discounts are available on quantity orders.



others are taking part in the campaign.

Ralston Matheny, president of the newly formed league, issued a warning that poll taxes must be paid in order to vote in the recall election. The election commission reports that two thousand persons registered to vote in less than a week after the Morton ouster. One thousand persons obtained poll tax receipts in a single day. One official estimate said that over 50,000 Knox County citizens are now eligible to vote—a record high in Knoxville history.

### **Cincinnati Civic Committee Fights "Satisfied Stagnation"**

Calling attention to the fact that the city of Cincinnati has fallen into an attitude of "satisfied stagnation" the **City Charter Committee** seeks to arouse action on the city's master plan and the many other problems confronting the community. Its *Charter News Letter* quotes the *Enquirer*, a local newspaper, which said editorially: "We will get nowhere with being satisfied with past accomplishments. Our predecessors built a great city but we must keep moving forward, for a static city is a dead city."

The *News Letter* points to the fact that despite the "general public acceptance accorded the city's master plan" over the past year there "seems already developing an undercurrent of resistance to the changes" for which it calls. It points out that city officials are proposing the reconstruction—not repair—of streets which may be entirely eliminated in the master plan. The action of these officials may be correct, says the *News Letter*, "but if this be so, the new master plan some day is going down in history as one of the most expensive pieces of fancy and ineffective blue-printing that this city has ever undertaken."

The committee's Board of Directors

has elected Charles P. Taft, former city councilman, as president to succeed Harry R. Drackett, president since 1938, who had asked to be relieved of his responsibilities. "One of the original members of the charter board," says the *News Letter*, "former chairman of the Charter Men's Division, three times elected to City Council, and the late President's personal drafttee for important war administration posts in Washington, Charlie Taft is to the Charter Committee as Mt. Adams is to the Cincinnati landscape—a familiar, colorful, focal point, whose acceptance of the responsibilities of leadership is one of the most hopeful portents for the future of government in Cincinnati." Mrs. Elizabeth C. Reid, also a former councilman—the first and only woman elected under the city's P. R.-manager charter—was chosen vice president in charge of organization. Other officers elected include some of the "most enthusiastic and inspiring recruits the charter movement has had."

One of the first steps of the new officers was to set up a series of separate lay committees to maintain a close check on developments in connection with specific civic questions. Another was to press for attack on two of the city's foremost problems—metropolitan integration and unification and smoke elimination.

Mrs. Reid, as vice-president in charge of organization, has announced that the Charter Women's Club, under the direction of Mrs. Max Bradford Bohm, has resumed its monthly luncheons with speakers on current civic problems. Young people are urged by Miss Marjorie O'Hare, president of the Young Charterites, to become interested in that group. The Civic Advisory Committee is being organized to advise the Board of Directors and charter councilmen on neighborhood problems. The Library Committee,

headed by Miss Julia Bentley, will study and summarize new publications on file at the Municipal Reference Library to provide the board and councilmen with up-to-date reports on new ideas from other cities.

Forest Frank is executive director of the Charter Committee.

### ***Civic Groups Seek Constructive Legislation***

The *Citizens Union News*, a new publication of the **Citizens Union of the City of New York**, gets off to a good start in its first issue with a description of bills before the Governor for his signature. The list is divided into "bad bills," "Citizens Union bills," "other bills in line with C. U. Program." Members are urged to write the Governor regarding the legislation. The *News* also contains a report on bills supported by the union which made some progress. "The judgments in this report," says the *News*, "are based on the work of the Citizens Union Committee on Legislation, which has met regularly during the legislative sessions of the New York State legislature, passing on hundreds of measures." The union's secretary, George H. Hallett, Jr., was in Albany nearly every active day of the session.

The *Lens*, publication of the **Massachusetts Civic League**, lists bills on that organization's legislative program, asking members to get in touch with their state senators and representatives regarding them. The bills listed are graded: "Endorsed" means that the league is recorded at the public hearing or by letter to Senate and House chairmen of committee hearing the bill; "support" means that not only is the league recorded at the hearing but results of its research on bills are available to legislators and efforts are made to encourage the passage of the bill; "disapprove" indicates that the

league is recorded against the bill at the public hearing or by letter; "oppose" indicates that results of research are used to discourage passage of bad bills and that intensive efforts are made to point out their dangers to legislators. Miss Katherine V. Lyford is the league's director of research.

### ***Municipal Employee Contest Suggests Six Million Savings***

Proposals for savings of more than six million dollars a year to New York City have been received in a contest among active and retired municipal employees for the best suggestions to eliminate unnecessary city expense. The **Good Government Civil Service Contest Committee**, sponsored by the **New York City Citizens Budget Commission**, has received a total of 312 economy proposals. Some of them are of such merit, announces the budget commission, that they have already been submitted to the city's budget director.

The contest committee will award fifteen prizes. First prize is a \$200 United States E bond, with fourteen other prizes in bonds and cash. In addition to Major General Dennis E. Nolan, chairman of the committee, Peter Grimm, William Church Osborn and Harold Reigelman, all representing the Citizens Budget Commission, members of the committee include Charles Gilman, auditor of the Bureau of Finance of the Board of Education; Lewis F. Lang, first deputy controller of the city; James A. Sherry, chief clerk of the Park Department; Lester B. Stone, former assistant director of the budget; and Albert Williams, deputy police commissioner.

### ***Conferences Seek Solution to Housing Problems***

Representatives of veteran, labor, civic, welfare, religious, educational,

minority, women's, youth-serving and men's service organizations attended the recent **Citizen-Government Conference on the Housing Emergency**. The conference was called by Administrator Wilson Wyatt of the National Housing agency to get the advice of citizen group delegates on housing policies and procedures and to discuss how their organizations could help in the emergency. The meeting was attended also by various representatives of governmental agencies interested in housing. Mr. Wyatt has announced that the suggestions made at the conference were so helpful, another, on new aspects of the program, is being arranged for the near future.

A **Housing in Rochester Conference**, sponsored by the Gannett Newspapers, was participated in by the Better Housing Association, whose president, Mrs. Leonard W. Jones, and chairman of research, Mrs. R. Holmes Bloomer, aided in organizing and planning the all-day meeting. Two recently organized committees, the Veterans Housing Committee and the Citizens Housing Committee, are urging the appointment of a Housing Authority or an official Citizens Committee. A Housing Authority—a committee to survey housing needs and plan solutions on a community-wide basis—must be authorized by the city council and the state legislature.

#### **With the Women Voters**

"The Institute on National Governmental Reorganization, held at the University of Minnesota Center for Continuation Study, was a success in every sense of that word," reports the *Minneapolis League-O-Gram*, published by that city's **League of Women Voters**. The institute, in which the League participated, was under the leadership of Professors William Anderson and Lloyd M. Short of the university. Re-

organization problems of both the executive and legislative branches of the government were discussed by members of the university's faculty.

The **Tennessee League of Women Voters** is working actively to secure a new constitution for the state. It has prepared a pamphlet on the subject for general circularization.

The **Connecticut League of Women Voters** in *The Connecticut Voter* (Mrs. Alexander Marcus, editor) devotes the seventh article in its series on "Know Your State" to education.

The **Janesville, Wisconsin, League** has had a series of three meetings on "Know Your Town."

The **Madison, Wisconsin, League** has urged Mayor Kraege to appoint a committee to investigate racial discrimination.

The **Boston League of Women Voters** has issued two small folders on Plan E—an optional charter on the state's statute books providing the city manager plan and proportional representation for all cities of the state but Boston. A bill is before the legislature which would make the plan applicable to that city. Mrs. Thomas Mahony is president of the League.

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#### **University Women Active**

The March issue of the *General Director's Letter* (Dr. Kathryn McHale) of the **American Association of University Women** urges its members to inform themselves on the problem of modernizing Congress. Material on the subject has been mailed to members for study.

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#### **First with Traffic Study**

"First city in Michigan to have a complete new kind of traffic survey, Port Huron is also the first small city in the United States to employ the Metropolitan Area Traffic Study," boasts the **Port Huron Citizens' League**



(Miss Margaret Elliott, executive secretary) in *The Citizen*. The study covered the Port Huron-Marysville metropolitan area as a joint federal-state-local project.

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#### **Young Voters**

One of the most important of the 1946 objectives of the **Hamilton County (Cincinnati) Good Government League** will be the development of a Young Voters' group for which a committee is making initial plans. An invitation will be extended to voters in their twenties. The league's annual report, submitted at its eleventh annual meeting by Mrs. Mark C. Feder, secretary, is published in the league's bulletin, *Good Government*. League committee reports on the city, county, courts and law, civil service, legislation and schools are included.

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#### **In-service Training**

The **Citizens' Civil Service Association of Illinois**, in cooperation with the **Chicago Woman's City Club**, held a meeting at which Miss Alice E. Kennedy, supervisor of recruitment and training for the Illinois Civil Service Commission, spoke. Miss Kennedy described the in-service training opportunities which the commission offers in cooperation with the University of Illinois, through which 671 state employees were aided last year.

The training program is offering opportunities for veterans with the state to continue their education while they work. An interesting new plan for in-service training for veterans has been worked out between the Civil Service Commission and the Illinois Veterans' Commission.

A serious blow to the merit system in Illinois was struck by the General Assembly, warned Miss Kennedy, when it took the power of classification from the Civil Service Commission and gave

it to the Governor. Already the number of classifications has increased from 500-odd, set up by the new classification plan in 1943, to about 635.

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#### **Ten Years of Social Security**

The *Montana Taxpayer*, organ of the **Montana Taxpayers' Association**, published statistics on social security, pointing to a total expenditure by the state over the past ten years of about \$95,000,000 for all purposes. Charts demonstrate trends in expenditures for age-old assistance and aid to dependent children. Fred Bennion is executive secretary of the association.

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#### **Their Good Deed**

**Boy Scouts** in Beloit, Wisconsin, have distributed to every home in the city copies of *The Municipal Reporter*, an eight-page broadside published annually as the city's report on the work of city departments, their accomplishments and their plans for the future.

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#### **Political Procrastination**

"Procrastination is the thief of time," says the **Philadelphia Committee of Seventy** in *Civic Affairs*, proving its point by listing some of the projects which the city should long ago have completed but which have hung fire for many years. For instance, a sewerage treatment and disposal system was demanded as far back as 1905 by the State Department of Health. But in the past 41 years, despite demands from the state, the program is far from finished. "Had the city fulfilled its agreement and completed this project on a pay-as-you-go basis before the last two world wars," says *Civic Affairs*, "taxpayers would have been saved many millions of dollars and we would not by now be dumping over 80 per cent of our raw sewerage into

the sources of our drinking water—or floating a \$42,000,000 loan with which to build these projects that should have been completed many years ago.”

Another instance of procrastination is in connection with voting machines. In 1929, by a vote of four to one, the people of Philadelphia authorized the county commissioners to install voting machines in every district, this to be done not later than 1930. Seventeen years have passed and still one third of the voters are using the old-fashioned paper ballots, with all the extra cost and possibility of manipulation they entail.

The committee, of which Harry K. Butcher is secretary, lists branch tax offices, the Philadelphia General Hospital, antiquated police and fire departments as other victims of the policy of procrastination. “Constantly, through the years, the Committee of Seventy has fought militantly against procrastination by our political leaders and municipal authorities. . . . The committee can show a record of many accomplishments. . . . But to achieve greater effectiveness, to accomplish still more, the Committee of Seventy must have the active support of the voters of Philadelphia.”

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### **Regional Planning**

The **Toledo Regional Planning Association**—“a citizens organization dedicated to achieving a better community through long range planning”—held its second annual meeting in March. Harland Bartholomew, well known planning consultant, addressed the association on “Rebuilding Our American Cities.” The meeting elected officers for the new year, including a board of directors representative of labor, business, religious and civic groups. Mrs. Nelson Morris is secretary of the association.

## **Proportional Representation**

*Edited by George H. Hallett, Jr.*  
(This department is successor to the  
Proportional Representation Review)

### **P. R. Used for Palestine Elections**

***Massachusetts Keeps Plan E  
Chicago University Councils***

WE learn through the British P. R. Society that a party list system of P. R. is in use for the elected Assembly of Palestinian Jews, with the whole country as a single election area, and also for local Jewish communities in Palestine. Possible changes in the method are being considered, including the Hare system or single transferable vote form of P. R. used almost exclusively in English-speaking P. R. communities. Conservative elements are recommending single-member districts, without minority representation.

In connection with the work of the Anglo-American Commission of Enquiry the extension of P. R. in improved form to elections for all of Palestine, with both Jews and Arabs participating, has been proposed from several quarters. A memorandum prepared by the British P. R. Society presents the case in some detail and points out that even if the country were partitioned into Jewish and Arab spheres there would be large minorities in each which should be given the protection of representation.

Wilson M. Southam, editor of the *Ottawa Citizen*, on October 13 last sent the following cable to the *London Times*, with copies to Foreign Minister Ernest Bevin of Great Britain and Secretary of State James F. Byrnes of the United States:

“Your special correspondent on 4 October quotes the Palestine Royal

Commission's report as favoring partition for offering the best possibility for permanent peace between the Arabs and the Jews. This naturally and usually means a geographical one. Mr. Atiyah of the Arab office rejects such partition.

"Professor Judah Magnes, Hebrew University, Jerusalem, believes a guarantee of parity of population and agreed cooperation between Arabs and Jews would bring peace.

#### **P. R. the Way Out**

"I suggest for the consideration of the harassed British Government, the Arab office and the Jewish Agency for Palestine that the best way out for both races and for permanent peace would be an electoral partition not a geographic one. All Palestine could be divided into large multi-member electoral districts. If elections for civic, provincial and national legislative bodies were then held on the modern, just, fair to all, Hare proportional representation system, which brought peace to Eire since 1922, each race would elect its quota of representatives in due proportion to its numerical voting strength. The majority would rule but the minority would be represented. As Professor Coupland of All Souls College so discerningly said, 'What minorities need is not so much protection against the abuse of power as participation in its exercise.' This electoral system will guarantee the minorities' participation in political government. This would give the Jews 'a homeland' to which they have a right to return as claimed by Mr. Zaslani of the Jewish Agency for Palestine.

"Such an electoral partition would make practical the bipartisan resolution of the United States Congress as proposed on December 11 that Palestine 'ultimately be established as a free and independent democratic state

with full citizenship rights for its inhabitants without discrimination based on racial or religious factors.'"

#### ***Greece Voted by P. R.***

We learn from the Greek Government Office of Information that the Greek national elections of March 31 were conducted by a party list system of proportional representation similar to that used in some of the country's elections before the war.

#### ***P. R.—Manager Repealer Killed in Massachusetts***

The Massachusetts Senate has defeated another attempt to repeal "Plan E," the combination of P. R. and the city manager plan used in Cambridge and Lowell and available by petition and popular vote to all other cities in the state except Boston. It did so by accepting, by a standing vote of ten to six, an adverse committee report on a proposal by Edna Lawrence Spencer of Cambridge to remove the law from the statute books.

The Plan E law was defended by Senators Edward M. Rowe of Cambridge and Joseph F. Montminy of Lowell, both Republicans, who praised its operation in their cities. To a charge that P. R. is "Communitic," Senator Sumner D. Whittier, Republican, of Everett, chairman of the Election Laws Committee, replied that "if Communists are interested in this, they are not getting elected in Cambridge."

The Senate without debate killed other measures by Mrs. Spencer which would have:

1. Provided for a referendum on the repeal of P. R. in Cambridge next fall;
2. Decreased the number of petitioners required to secure a vote on repeal in any Plan E city;
3. Raised the pay of city councillors in Plan E cities.



### **P. R. in University of Chicago Constitution**

In a report of September 25, 1945, on *The State of the University*, President Robert M. Hutchins, of the University of Chicago, gives the following account of the university's new constitution, which makes a double use of P. R. for the selection of faculty agencies with important educational powers:

"In my last report I referred to the fact that the question of relations among the administration, faculty and trustees was being considered by the Committee on Instruction and Research of the Board of Trustees with the advice of an elected committee of the University Senate. The Committee on Instruction and Research recommended and the Board of Trustees adopted, on the basis of a statesmanlike report written by Laird Bell, the chairman of the committee, a constitution for the university which gives promise of being a major contribution to the management of large universities. It seems certain to make the University of Chicago more democratic and more efficient.

#### **Council Elected by P. R.**

"The University Senate was formerly limited to full professors. It now includes, in addition, the associate professors and those assistant professors who have been members of the faculty for three years. The legislative powers of the old Senate are transferred to a Council composed of 51 members elected from the Senate for three-year terms by the Hare system of proportional representation together with five ex officio members from the central administration. The Council meets once a month.

"The Council elects, by the Hare system, a committee of seven with the chancellor and the president as ex of-

ficio but non-voting members. This committee is chosen annually. It meets every two weeks with the chancellor and the president and is to report to the Council its opinion on all matters coming before the Council.

"Actions of the Council may be vetoed by the chancellor; proposals of the chancellor may be disapproved by the Council. In these cases the Council or the chancellor may appeal to the Board of Trustees for a final decision.

"Although the statutes did not require it, the practice of the administration had been to make appointments to the faculty only with the approval of the department concerned. The new constitution gives the chancellor the privilege of recommending appointments to the board after consulting the department involved, even though the department does not approve.

#### **More Democratic Setup**

"The effect of the new constitution is to give the supreme academic body, the Council, a very democratic base, but to make it, at the same time, small enough to be efficient. The executive veto power enables the board to prevent divagations from established or desirable university policy; the Council's power of disapproving proposals of the executive is a safeguard against autocracy. The change in the practice in regard to appointments makes it possible to improve a department which does not want to be improved.

"The constitution places responsibilities on the Board of Trustees which it has not been willing to assume in the past. The board may now be called on to decide purely educational questions, including the question whether a proposed appointee has the academic qualifications demanded of a member of the faculty of the Uni-

versity of Chicago. In the past such issues have, in effect, been decided by the faculty, since the executive has had no veto power and has not made faculty appointments without faculty consent.

"Some dangers undoubtedly lurk in a plan which may require a lay group to decide educational questions. On the other hand, I am inclined to think that the greatest danger in American universities is that which comes from the inertia of academic vested interests—a danger far greater in endowed universities than the danger of ill-considered action by a disinterested group of laymen. In our own case the board has a long tradition of self-restraint in academic matters, which means that it will decide only those educational questions which cannot be amicably settled by the faculty and the administration. The number of those questions should be small; for the communication between the faculty and the administration is greatly improved by having a small Council representing the faculty and a small committee representing the Council meet frequently with the principal officers of the university."

### ***P. R. in a Judicial Selection Poll***

In November the White Plains Lawyers Club conducted by P. R. a poll of the lawyers practicing in Westchester County, New York, to select three candidates to recommend to Governor Thomas E. Dewey for appointment to fill a vacancy in the office of county judge. The number of ballots received was 304. They were canvassed in less than two hours according to rules supplied by the National Municipal League. The results were made known to the Republican Executive Committee of the county, which met later the same day, and

that committee recommended one of the three selected in the poll, Elbert T. Gallagher. The Governor followed the recommendation and appointed Mr. Gallagher to fill out the unexpired term.

### ***P. R. Urged by a Maryland Democrat***

The following account is taken from the *Baltimore Evening Sun* of February 23:

"Adoption of proportional representation in Maryland so that Baltimore and the state could benefit from the presence of 'a respectable threatening minority at Annapolis' was demanded today by a majority member of the House of Delegates, Leon A. Rubenstein, Democrat of the fourth district.

"He attributed 'inadequacies of legislative action' both in Annapolis and in the City Council to the absence of sufficient minority party representation. He pointed out that although Republicans in Baltimore account for 37 per cent of registration, they have not been able to elect one member to the Maryland legislature or the City Council.

"Mr. Rubenstein also declared that the colored people furnished 20 per cent of the city population, but they had not been able to elect a member to the City Council since 1927 and had never elected a delegate to the legislature.

"To cure the situation, it would perhaps be too much to ask a registered Democrat, whose father before him was a Democrat, to scratch the ticket and vote for a Republican," Mr. Rubenstein said.

"A like solution, however, could be found in amending our election laws so that candidates for office shall hereafter be elected by proportionate representation. This method of election, now in effect in New York City, as-

tures to minority parties the opportunity of electing to office the reasonable proportion that their vote bears to the total vote cast. This method of election is the essence of democratic principle.'

"(For example, the Republicans, furnishing 37 per cent of the total vote, would have 37 per cent of the elected representatives.)

"At Annapolis, the Republicans now occupy 22 of the 123 seats in the House and nine of the 29 seats in the Senate. If there were a 'respectable threatening minority,' Mr. Rubenstein declared, the Baltimore city delegates would find many opportunities to effect agreements that would assure Baltimore 'some semblance of fair play in legislative cake-cutting.'"

### ***New South Wales Union Petitions for P. R.***

In October 1945 the New South Wales branch of the Australian Tramways and Motor Omnibus Employees' Association, which has used P. R. for its own elections for many years, petitioned the provincial Legislative Assembly that P. R. be prescribed for the election of local aldermen throughout the province. The petition cited examples of elections of aldermen by minorities at the expense of divided majorities and said that the union had found the P. R. system "simple, just, effective."

The only plan of P. R. now used or seriously considered in Australia is the Hare system or single transferable vote. One small city in New South Wales—Armidale—has had the system in use for some years, and it is also used in the indirect elections of the province's upper house and, continuously since 1907, in electing the single-house legislature of Tasmania.

## **County and Township**

*Edited by Elwyn A. Mauck*

## **County Planning Progresses**

### ***New State Laws Authorize Formation of Local Boards***

IN ITS report on planning activities in 1945 the American Society of Planning Officials concludes that the counties of California probably possess the best record of consistent achievement in planning for the past several years. Southern counties have been especially active in planning public works programs. New 1945 state legislation in planning includes a Colorado statute authorizing county boards to adopt building codes in unincorporated areas, a Michigan statute authorizing the establishment of county planning commissions, a similar statute in North Carolina but specifically including joint county-city planning agencies, and a special Minnesota statute applicable only to Ramsey County outside the limits of St. Paul.

Specific county planning achievements that are commended in the report include the airport survey conducted by the Dade County, Florida, Coordinating and Planning Commission, the adult education program in planning sponsored by the Story County, Iowa, unofficial postwar planning council in which sixteen organizations participated, and the report on needs for local markets issued by the Westchester County, New York, Planning Board. Identified as the newest county planning board is that established recently by Montgomery County (Dayton), Ohio.



### ***Permanent Registration in Knox County***

Knox County (Knoxville), Tennessee, now is operating under its system of permanent registration authorized by a private act of the 1945 legislature. From August to November 1, 1945, nearly 50,000 voters registered under the new plan. Originally there had been some delays because of litigation, but when the questions in dispute were settled, the act was put into effect as planned.

The act provides that registration of voters shall be continuous and permanent, with reregistration necessary only when the voter moves, changes his name, loses his right to vote through court action, or fails to vote in statewide elections during four successive years. Reregistration in a different precinct requires official certification that the former registration has been canceled.

### ***Minnesota Highway Department Creates County Division***

Under authorization of the 1945 legislature, the Minnesota Department of Highways, on August 16, 1945, established a Division of Counties to act as a liaison office on highway matters between the county engineers and the various state and federal offices. One of its first tasks has been that of processing the secondary road improvement applications submitted by 82 of Minnesota's 87 counties. Approximately half these counties had had no previous experience in handling federal-aid construction projects.

Other tasks have included redefinition of the county engineers' civil service status, standardization of bridge plans, assisting the first annual meeting of the Minnesota County Highway Engineers' Institute, and installation of new accounting systems in various county engineers' offices. The account-

ing systems installed were based on a model plan developed jointly by the Highway Department and the Association of County Highway Engineers.

### ***Fiscal Year of Missouri Counties Adjudicated***

Henry Rolfes, Jr., of the Citizens Good Government Association of St. Joseph, reports that among the problems raised by the adoption of Missouri's new constitution was that of whether the provision declaring that the fiscal year of "the state and all of its agencies" begins on July first was intended to apply to counties as well as to administrative agencies of the state. Some of the state's leading jurists, in lengthy informal opinions, have quoted judicial decisions in which counties were identified as "agencies" of the state. On the other hand, the state legislature enacted a statute recently specifying the calendar year as the fiscal year for counties, upon the assumption that the provision above was not applicable.

Because of the monetary problems arising from the uncertainties of this situation, a test case was submitted to the State Supreme Court late in February 1946. The court ruled that "agencies" referred only to administrative agencies of the state government as distinguished from political subdivisions. It pointed out that this distinction was maintained throughout the constitution. In answer to the objection that differences in fiscal years between the state and its counties would result in confusion, the court replied that the remedy lay within the jurisdiction of the state legislature.

### ***Georgia County Considers City-County Consolidation***

Although Bibb County and Macon, Georgia, already have far more integrated governmental functions than

other counties of the state, the grand jury recently recommended complete consolidation of the two units in the interests of "efficiency and economy." Both the County Commission and the City Council authorized their officials to investigate the proposal. These selected officials, in cooperation with officials of the Macon Chamber of Commerce, are at present engaged in a study of the benefits and objections to the plan as applied to their city and county.

The city and the county already have achieved marked success in functional consolidation in the fields of public education and public health.

### **Missouri Counties Progress Toward Home Rule**

Three Missouri counties report continuing progress in their efforts to secure home rule charters. The St. Louis County Court has called a meeting of representative citizens to discuss procedures for obtaining a charter. Buchanan County (St. Joseph) has virtually completed its task of circulating petitions for the appointment of a bipartisan committee to draft a new charter. Petitions for a similar objective are being circulated in Jackson County (Kansas City).

### **Minnesota Safety Council Makes Awards to Counties**

In addition to the traffic safety campaign for municipalities, the Minnesota Safety Council in 1945 organized a similar program for counties. Awards were based partly on traffic accident statistics for 1945 and partly on the record of civic groups participating in promotion of traffic safety activities.

Counties which won the 1945 plaques and certificates in their respective population classes were St. Louis, Becker, Douglas, Nicollet, Houston and Grant.

## **Taxation and Finance**

*Edited by Wade S. Smith*

### **Los Angeles Considers Sales Tax**

#### ***Cigarette Tax, Business Licenses Also Proposed***

A PROPOSED finance program designed to add \$12,600,000 in new revenue annually is under consideration by Los Angeles. The mainstay of the program, for which the City Council has directed that ordinances be drafted, is a municipal sales and use tax of one-half of one per cent, estimated to produce \$7,000,000 annually.

Estimated to produce \$4,000,000 annually is a cigarette tax of two cents per pack, while licensing of about 50 trades and professions not previously licensed is estimated to add about \$1,000,000 per year. The occupation tax would be based on gross compensation, and would amount to \$12 per year on compensation up to \$12,000 and \$1 per \$1,000 on amounts in excess of that figure. An additional \$600,000 is anticipated annually from revisions in the present business license tax by the establishment of minimum fees for wholesalers and the discontinuance of the present practice of graduating the fee.

The \$7,000,000 of new revenues, if enacted, will just about double Los Angeles' locally-collected miscellaneous revenue receipts. For 1944-45, according to the annual report of Controller Dan Hoyer, the city's revenues from all sources were just short of \$51,000,000, this figure excluding receipts of such proprietary enterprises as the water, light and power and the harbor departments. Of the total, only a little over \$7,000,000 was locally-collected

revenue other than property taxes and assessments, and the locally-collected miscellaneous total included just under \$5,000,000 of licenses, permits, and fees and one and one-third million of franchise income.

There are already two cities in California which impose sales taxes, Santa Barbara, which adopted a one per cent tax early in 1945, and San Bernardino, which in the fall of 1944 enacted for one year a one per cent tax with proceeds to be used for postwar improvements.

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### ***Toledo Voters Approve Payroll Tax***

According to press reports, Toledo voters approved at an election April 11 the imposition of a municipal payroll tax to raise city revenues to more adequate levels.<sup>1</sup> The one per cent levy is reported to have received a vote of 37,985 to 32,682.

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### ***New York Tax Program Curtailed***

The O'Dwyer-Moses tax program for balancing New York City's budget, discussed here last month, received rough handling from the state and as finally enacted consisted of four bills covering as many revenues. The estimated yield is \$69,000,000.

Enacted were bills doubling the present one per cent city sales and use tax, estimated to yield an additional \$40,000,000 per year; doubling existing gross receipts and business taxes, estimated to add \$12,000,000; imposing a 5 per cent tax on hotel room charges to transients, estimated to produce \$7,000,000 annually; and a bill imposing a 5 per cent tax on pari-mutuel betting at city race tracks and giving 75 per cent of the yield from the Bel-

mont track to Nassau County. The race-track levy is estimated to raise \$10,000,000.

The four bills, which were signed by Governor Dewey on April 2, impose the levies for three years. Two days earlier the Governor had signed eight bills effectuating the Moore Commission plan for state grants to the cities and counties.<sup>1</sup> As had been expected, New York City's pleas for a larger share in the state allocations were ignored and the Moore program was enacted as recommended by the commission.

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### ***Senate Vitalizes Housing Bill***

The Senate Banking and Currency Committee on April 4 restored to the Patman bill most of the incentives eliminated last month by the House. The \$600,000,000 subsidy program to break construction bottlenecks was reinserted in the bill, but with what are described as safeguards to prevent use of the fund for benefit of speculators in building materials. Price ceilings on new and existing houses and on vacant land were also restored. The act was extended to December 31, 1947, the date urged by Housing Expediter Wilson W. Wyatt, instead of June 30, 1947, set by the House.

The next day, the same committee approved the Wagner-Ellender-Taft bill to encourage private building through facilities for federal loans and credit and by establishing guarantees by the FHA to investors in large projects. Slum clearance, urban rehabilitation and private and public housing are all within the scope of the bill. Contemplated are 1,000,000 dwelling units annually for ten years, in addition to the 2,700,000 units in two

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<sup>1</sup>See "Toledo Adopts Payroll Tax," the REVIEW, March 1946, page 108.

<sup>1</sup>See the REVIEW, March 1946, page 147.



years at which the revitalized Patman bill aims.

### ***Philadelphia Seeks Borrowing Authority***

One of the largest improvement programs to be submitted to the voters at one time in recent years will be passed upon by Philadelphia electors on May 21, when four separate loan proposals aggregating \$78,200,000 are submitted.

Of the total, \$34,000,000 will be for sewer improvements and a sewage treatment plant. It will be repaid from sewer rents which were imposed earlier this year. The bonds will be of the serial-annuity type, designed to retire the debt over a 40-year period with approximately equal annual payment for principal and interest combined.

The other three proposals are a \$25,000,000 multiple-purpose loan, including \$8,000,000 for extension of the Market Street subway, \$5,000,000 for hospitals and health centers, \$4,300,000 for street alterations in conjunction with the Pennsylvania Railroad, and lesser amounts for other purposes; a \$10,000,000 airport loan; and a \$9,200,000 multiple-purpose loan which includes \$5,000,000 for streets and bridges.

### ***Supreme Court Upholds Tax on U. S. Realty Sold on Time Basis***

In a recent decision confirming the right of Ramsey County, Minnesota, to tax federal property sold to private interests on an installment basis, the United States Supreme Court has opened the way in many states for legislative action placing such property on the tax rolls.

The decision will permit state and local governments to tax properties hereafter sold by the federal government to private owners on a time-

payment basis. The decision permits taxation of such real estate as soon as the land contract has been signed, rather than being deferred until the final payment has been made and the title given to the new owners.

Ramsey County revenues will be increased more than \$100,000 by the decision. The sum includes assessments covering the time elapsed since the property—an old post office—was sold into private ownership in 1939. At that time the county assessed the premises at full value, according to the National Association of Assessing Officers. Litigation began when the new owners claimed that since title to the property was still held by the federal government, they were immune to taxation.

The county took its case against the purchasers to the State Supreme Court in 1942 after losing in the district court. The higher tribunal ruled in favor of the county, to the effect that since the new owner "is in complete possession and is enjoying full use of the property as a commercial enterprise in competition with other like real estate in St. Paul, . . . it would seem that this property should bear its just proportion of the public tax burden." The U. S. Supreme Court has upheld this judgment.

### ***Georgia Court Harmonizes New Constitution and Old Law***

Georgia's new constitution, enacted last year, does not invalidate existing statutes providing for the authorization and issuance of local bonds, the Georgia Supreme Court ruled early in April. In a test case the authority of Decatur to issue \$600,000 improvement bonds voted under the old law was upheld.<sup>1</sup>

<sup>1</sup>See also the REVIEW, November 1945, page 522.

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## Local Affairs Abroad

*Edited by Edward W. Weidner*

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### Sweden Plans Changes in Municipal Government

#### *Considers Larger Local Units and Central - Local Relations*

**A** TREND toward larger local units of government and a readjustment of relations between central and local governments are two recent developments in local government in Sweden.<sup>1</sup>

It is expected that during the current session of Parliament important changes will be made in Sweden's division into local government units. In the "Speech from the Throne" (the cabinet's speech) on January 10 the King said in part: "In order to establish municipal units with greater financial strength and larger tax bases, especially for social welfare measures and education, a bill regarding new principles for the country's division into local units of government will be presented."

The need for such a reform has long been obvious. At present there are in Sweden over 100 cities, approximately 2,400 parishes or townships, 24 counties or *Län*, and the capital, Stockholm, and five other cities which constitute separate city-counties. Many of the present parishes or townships are so weak financially they are hardly able to discharge their duties.

Variations in municipal taxes are considerable and reflect the wide diversity in area, resources and population of even neighboring units of government. A certain limit has been set

for local taxes, however, and parishes and townships which need more funds receive grants from taxes administered by the central government. As was pointed out in this column last month, however, this involves the question of more central control.

#### Local-Central Relations

As is the case in so many countries—England, certain Canadian provinces and New Zealand, for example—the question of local government boundaries is inextricably bound up with the recent growth in government functions. This has resulted in more local and more central government activities at the same time. As indicated by the King's speech, local social welfare and education expenditures are increasing as the services are expanded. Three solutions are possible: more adequate local units of government, larger central government grants and more centralization. Sweden is combining all three in trying to solve the problem.

Certain examples of centralization may be given. The grammar schools in Sweden have always been under local government control. The national government has made certain appropriations for these schools and naturally also exercised some control and supervision, but local authorities have enjoyed considerable freedom. Recently the central government has increased appropriations considerably, and at the same time it has begun to supervise grammar schools in detail. Local school authorities have resented central supervision strongly.

In 1944 all highways were "nationalized," and the 170 local highway boards disappeared. Everything that has to do with the construction and repair of highways is now in the hands of central authorities. When this sweeping decision was made much was said about the values of local self-

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<sup>1</sup>Information for this article has been furnished by Allan Kastrop of the American-Swedish News Exchange.

government, but there was no widespread opposition to the change since it seemed rather obvious that central administration of highways would mean more economy and effectiveness. Advisory boards on which local interests are represented, are now attached to the central administration.

Forestry is a field where a tug-of-war between local self-government and a centralized administration is still going on. Sweden has 25 independent forestry boards, one for each county. Financially they are self-supporting. In 1941 a new central agency was established, the State Forestry Board, which was intended to function as a coordinator for the county boards. Gradually the new state board has accumulated more and more power over county boards; it is feared the trend may continue.

Some time ago a committee presented a proposal that the whole police system be taken over by the national government in 1948, with the country divided into 31 police districts. Up to now, however, the government has not submitted any bill to the Riksdag on the matter.

#### Criticism of Trend

In a recent editorial entitled "The Crisis in Local Self-Government," *Svenska Dagbladet*, the leading Conservative newspaper, commented upon the trend toward centralization. The various municipal units obviously have been too weak, it believes. They were able to discharge their duties so long as these were not particularly complicated; but the tasks have increased, both quantitatively and qualitatively. The small municipalities have simply not been able to keep the pace. Attempts at voluntary cooperation between municipalities have been made, but the problems have not been solved. Weighed down by new burdens put upon them by the central government,

the municipalities have not been able to remain independent of central grants. This has been the principal wedge for enlarged central control.

*Svenska Dagbladet* believes that the problem cannot be solved by a mere technical change in municipal boundaries. In its opinion, the present leaders of the Social-Democratic Labor party seem to be convinced of the advantages of centralization. One reason it suggests for this is that the leaders have not been trained in municipal work.

There is undoubtedly a trend toward centralization in several fields at the present time. Yet it should not be concluded that local self-government is doomed. Local self-government has a long tradition and deep roots in Sweden. The rule over local affairs by the people themselves dates, in fact, from before the Christian era, while in their present form, the most important municipal laws were passed in 1862.

Local government will continue to play an important role, although under new conditions. It is steadily administering more and more functions despite centralization of some activities. What is happening is essentially a readjustment of powers and responsibilities to twentieth century conditions.

#### *Western Australia Considers Local Government Changes*

The Municipal Corporations Act amendment bill before the Western Australian Parliament proposes drastic alterations in that state's local government law, including the abolition of plural voting for municipal elections.<sup>1</sup>

It proposes to allow municipalities to build houses for rental or for sale, and to authorize the minister to order municipal councils to permit construc-

<sup>1</sup>See *Australian Municipal Journal*, December 20, 1945.



tion of wooden buildings in particular areas, notwithstanding any restrictions which the council may have imposed to the contrary. Authority is given to councils to provide for kindergartens and health centers, set up retirement systems and provide airports. The council may be called upon to subscribe on a dollar for dollar basis towards improving school grounds.

Another provision is that it is illegal for councils to hold meetings before 7 P.M. The Perth City Council is the only one that at present holds its meetings in the day time, and consequently the only council that would be affected by this clause.

A rather unusual provision is one that would prevent councils from charging interest on overdue property taxes. Another, asked for by the Local Government Association, would provide for uniform by-laws to be prescribed by the governor.

It is proposed that the term of office for mayors should be extended from one to two years. In Western Australia it is the custom for the mayor of a municipality to be elected each year by the voters. The Perth City Council, however, has asked that the Municipal Corporations Act be amended so that the mayor of Perth be appointed by the City Council. The Council felt that a mayor's administrative ability could be more adequately determined by the Council.

### ***Bombay Holds District Conferences***

Two important conferences of members of some of the local governing bodies in India were held late in 1945.<sup>1</sup> In December a conference of some one hundred local governing body members of the suburban district of Bom-

bay was held. Among the resolutions passed was one criticizing the government for not annexing more of the suburban district to Greater Bombay, since the area not included in such annexation is "economically, socially industrially, commercially and educationally" united with the metropolitan area. It further recommended that a "comprehensive scheme for the administration of Greater Bombay should be formulated and introduced at a very early date."

In October a conference of district local boards and school boards stressed the need for free, universal and compulsory education in Bombay province. Likewise, concern was expressed over the poor financial condition of localities. It made two recommendations to alleviate this situation. First, the provincial government should bear the entire costs of fighting epidemics; second, local boards should be allotted resources sufficient to meet the necessary and growing wants of the public.

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### ***Local Canadian Problems***

The British Columbia government has appointed a commission to inquire into provincial-municipal relations. . . . Ontario municipalities held elections last New Year's Day which were marked principally by a very small vote. In view of the failure of "get out the vote" campaigns, the *Municipal Review of Canada* asks whether compulsory voting may not be necessary.

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### ***Scandinavian Cooperation***

Inter-Scandinavian cooperation has again become important in the local government field. In the middle of February a Scandinavian municipal conference opened in Stockholm at which Sweden, Denmark, Finland and Norway had delegations. Iceland was not represented because the weather prevented its delegates from flying.

<sup>1</sup>See *Quarterly Journal of the Local Self-Government Institute*, Bombay, October 1945.

# Books in Review

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**Where Cities Get Their Money.** By A. M. Hillhouse and Muriel Magelssen. Foreword by Carl H. Chatters. Chicago, Municipal Finance Officers Association of the United States and Canada, 1946. iv, 229 pp. \$5.

It should not be difficult for this little volume to attain the position of 1946's best seller in the field of local government writing. *Where Cities Get Their Money* is primarily a manual for finance officers and city legislators looking for ways to increase existing revenues and for new revenue sources. As such it is jam-packed with virtually every one of the practical details such officials will need to know in adopting, modifying or rejecting numerous taxes, licenses and charges imposed by and accruing to other United States and Canadian municipalities. It is, however, much more than a "how-to-do-it" handbook, for it provides a wealth of information both on revenue sources as such and on the experience of individual cities, and students of local finance, local research bureaus and citizen groups will all find it informative and valuable as a reference work.

Despite the complexity of the subject, the plan of the volume is simple. After an introductory chapter posing the present problem of the cities anent additional revenues and analyzing in broad terms the relative importance of various revenues in a representative batch of municipalities, eight chapters are devoted to a discussion of as many groups of revenues. These are amusement taxes, licenses, consumption taxes and revenues, motorists' taxes, other locally administered taxes, revenues from public utilities, special charges, and miscellaneous local revenue sources. A tenth chapter discusses shared taxes and grants-in-aid, while

chapter eleven provides a general discussion of administrative problems. A final chapter, under the title "Some Special Considerations," constitutes a wholesome peroration where the authors wisely seek to prevent the misapplication of the information presented in the remainder of the volume. There follows a bibliography of a little over ten pages and a topical index.

The work includes all pertinent details on virtually every municipal revenue source in use in the United States and Canada today, save on the ad valorem property tax (and to this extent the title is a misnomer.) The case method is used throughout, in general the method being to show for a particular revenue the yields to a representative group of cities, then to examine in detail the setup in a representative city and in cities differing significantly from the generality, and finally to present in tabular form key factors for a fairly large group of cities using the revenue. There are in all 59 tables as well as a number of text tabulations not numbered.

A tremendous amount of work and thought has gone into the volume, in which the authors were joined by other members of the MFOA research staff and Mr. Chatters. The result is so excellent as to content that criticism of format may be carping, but there are two criticisms of which users of this book will soon become aware. It is paper bound, and if it proves anywhere as useful as seems likely the volume is going to get pretty battered. Further, while the subject index is excellent, so far as it goes, it is not sufficiently comprehensive for a volume of this scope. An index of the cities referred to in the several sections and tables would greatly aid the user, and the indexing of sources etc.



would not have been amiss. The text itself is of course voluminously full of citations.

W. S. S.

**New Horizons in Public Administration.** A Symposium. University, Alabama, University of Alabama Press, 1945. 145 pp.

This volume contains the six papers presented by persons well known in the field of public administration who lectured before student-faculty groups in connection with the Southern Regional Training Program in Public Administration conducted by the Universities of Alabama, Georgia and Tennessee in conjunction with the Tennessee Valley Authority. Participants and subjects included Leonard D. White of the University of Chicago, who spoke on "Legislative Responsibility for the Public Service"; Marshall E. Dimock, Northwestern University, "Administrative Efficiency Within a Democratic Polity"; Donald C. Stone, Bureau of the Budget, "Notes on the Government Executive: His Role and His Methods"; Gordon R. Clapp, general manager of Tennessee Valley Authority, "The Administrative Resources of a Region: The Example of the Tennessee Valley"; Lieutenant Colonel John D. Millett, Headquarters Army Service Forces, "Field Organization and Staff Supervision"; and Arthur W. Macmahon, Columbia University, "Function and Area in the Administration of International Affairs." The foreword was prepared by Roscoe C. Martin, director of the Bureau of Public Administration of the University of Alabama. The book is the first publication of the University of Alabama Press.

**American State Government and Administration** (Third Edition). By Austin F. Macdonald. New York,

Thomas Y. Crowell Company, 1945. xiv, 655 pp. \$3.75.

The third edition of Professor Macdonald's authoritative text book will be welcomed by students of American state government. Taking note of the fast-moving governmental picture, the author has modified many sections substantially, for example, those dealing with absent voting, federal aid for highways, conservation of oil and gas, water power, utility regulation, labor and wages. Noted are the growing relationships between federal, state and local governments. New chapters on indebtedness and direct legislation and the recall have been added.

**State Veterans' Programs** (Revised Edition). Chicago 37, Council of State Governments, 1945. 54 pp. \$1.

This publication, according to its foreword, summarizes legislation enacted during 1945 by the states to provide benefits for returning service men and women, with particular reference to laws setting up state departments of veterans' affairs. It includes a brief summary of similar legislation enacted prior to 1945. The report supplements earlier summarizations on veteran legislation and makes no attempt to outline the complete program of the states.

## Additional Books and Pamphlets

### *Annexation*

**Annexation Study—Dayton Metropolitan Area.** Prepared by the Dayton City Plan Board. Dayton, Ohio, City Commission, 1946. 97 pp.

### *Aviation*

**Prospects and Problems in Aviation.** A Series of Papers Presented at the Chicago Forum on Aviation Which Was Organized and Directed by Lev-



erett S. Lyon and Lewis C. Sorrell. Chicago, Association of Commerce, 1945. v, 212 pp.

**Small Airports.** Prepared by Civil Aeronautics Administration. Washington 25, D. C., Superintendent of Documents, 1945. 30 pp. 10 cents.

**Wings Over America.** The Future of Air Power. By John Stuart. New York 20, Public Affairs Committee, Inc., 1946. 32 pp. 10 cents.

### ***Blighted Areas***

**Redevelopment of Blighted Residential Areas in Baltimore.** Conditions of Blight, Some Remedies and Their Relative Costs. Baltimore 2, Commission on City Plan, 1945. 102 pp. Maps, charts. \$2.50.

### ***Civil Service***

**Key to Municipal Civil Service in Portland, Oregon.** Portland, Civil Service Board, 1946. 32 pp.

### ***Debt***

**Governmental Debt in the United States: 1945 (Final).** By Wylie Kilpatrick and N. B. Gerry. Washington 25, D. C., Bureau of the Census, 1946. 12 pp.

**Management of the Public Debt.** New York, New York University, Institute of International Finance, 1946. 18 pp.

### ***Housing***

**Housing and Zoning.** Third and Fourth of a Series of Reports. East Orange, New Jersey, City Planning Board, 1945. 41 pp.

**Remodeling and Modernization of Urban Dwellings 1942-1946.** A Selected List of Periodical References. By Ruth L. Mushabac. Washington, D. C., Federal Housing Administration Library, 1946. 12 pp.

### ***International Affairs***

**International Economic Collaboration.** Role of the Economic and Social Council in the United Nations Organization. A Report by the NPA Committee on International Policy. Wash-

ington 6, D. C., National Planning Association, 1946. 26 pp. 25 cents.

### ***Juvenile Delinquency***

**Next Steps in Dealing with Delinquency.** By Philip Klein. Foreword by Judge Anna M. Kross. New York, Columbia University, The New York School of Social Work, 1945. 41 pp.

**A Study of Services for Children in Dallas County, Texas, With Particular Reference to the Treatment of Juvenile Delinquency.** Chicago, American Public Welfare Association, 1945. xi, 178 pp. \$1.

### ***Management***

**Top Management Policies and Philosophy.** New York 18, American Management Association, 1945. 35 pp.

### ***Municipalities***

**Digest of 1946 Special Session Legislation Affecting Cities.** By Richard Carpenter. Sacramento, League of California Cities, 1946. 11 pp.

### ***Parking Meters***

**Parking Meters. Their Use for Traffic Control and Revenue.** By Harrison Hemenway. Chicago, Municipal Finance Officers Association of the United States and Canada, 1946. 8 pp. 35 cents.

### ***Planning***

**Democratic Planning in Action.** Time for Timing. By Hans Christian Sonne. Washington 6, D. C., National Planning Association, 1946. 26 pp.

**A Practicable City Planning Bibliography.** By Harold W. Lautner. Washington 6, D. C., Urban Land Institute, 1946. 8 pp.

**Redevelopment of Residential Areas in Hartford, Connecticut.** A Report to the Common Council of Hartford from the Commission on the City Plan. Hartford, Connecticut, The Commission, 1945. Various pages. Maps, charts.

**Six-Year Plan of Public Improvements for the City of Waterbury, Connecticut.** Waterbury, City Plan Commission, 1945. 41 pp. Illus.

### Public Health

**Devices for Reducing Health Department Records and Reports.** By Joseph W. Mountin and Evelyn Flook. Washington, D. C., Superintendent of Documents, 1945. 67 pp.

### Public Safety

**One Out of Seven.**—A Report on the Nation-wide Brake Emphasis Program and an Estimate of Today's Traffic Safety Problem. **The Police Traffic Safety Check.** Washington 4, D. C., International Association of Chiefs of Police, 1946. 24 pp. and 16 pp. respectively.

**The Public's Attitude on Traffic Safety.** A Public Opinion Survey for the National Committee for Traffic Safety. Princeton, New Jersey, Opinion Research Corporation, 1946. 81 pp.

### Racial Discrimination

**Controlling Group Prejudice.** Edited by Gordon W. Allport. Philadelphia, *The Annals of the American Academy of Political and Social Science*, March 1946. 240 pp. \$2.

### Taxation and Finance

**Actual Revenue Sources of Local Governments.** A summary of *Where Cities Get Their Money* by Hillhouse and Magelssen. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1946. 8 pp. 50 cents.

**The Capital Levy.** By Shun-hsin Chou. Introduction by Robert Murray Haig. New York City, King's Crown Press, 1945. x, 142 pp. \$2.25.

**First Report of the Commission on State Tax Policy.** Trenton, New Jersey, The Commission, 1946. xx, 53 pp.

**Significant Trends in State Revenues.** New York, The Tax Foundation, 1946. 14 pp.

**State Tax Collections in 1944.** Washington 25, D. C., Bureau of the Census, 1946. 46 pp.

**Tax Hungry Cities. Total Tax Collections in 1945.** New York 7, Tax In-

stitute, *Tax Policy*, February and March 1946. 12 and 8 pp. respectively, 25 cents each.

### Transportation

**Public vs. Private Financing of Transportation.** Proceedings of a Round-Table Conference held in connection with the Twenty-Ninth Annual Meeting of the National Industrial Conference Board, May 17, 1945. New York, The National Industrial Conference Board, 1945. 16 pp.

**Report of Committee on Transit Operations.** New Haven 11, Connecticut, Institute of Traffic Engineers, 1945. 7 pp.

**A Report on Railroad Terminal Facilities in the Louisville Area.** By J. B. Sullivan. Louisville, Kentucky, Louisville Area Development Association, 1945. 25 pp. Maps, charts.

**Traffic Improvement Program.** Providence 3, Rhode Island, Governor's Commission on Metropolitan Transportation, 1946. 8 pp.

**Our National Transportation Policy.** By John S. Worley, Ann Arbor, Michigan, 1945. 66 pp. (Apply to author, University of Michigan.)

**Railroads in the City Plan.** A Bibliography. By Katherine McNamara. Cambridge, Massachusetts, Harvard University, Library of the Departments of Landscape Architecture and Regional Planning, 1946. 7 pp.

**Transportation—The Bulwark of the American Enterprise System—Questions and Answers.** Chicago 3, Transportation Association of America, 1946. 28 pp.

### Unemployment Relief

**Unemployment Compensation Benefits in Reconversion.** Third Report of the State Commission on Post-War Economic Welfare. Trenton, The Commission, 1946. 35 pp.

### Veterans

**The State and the Veteran—1945** New York 20, The Tax Foundation, 1946. 42 pp.